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ABSTRACT

The Education Improvement Act (EIA), legislated in 1984, was one of the steps South Carolina has undertaken to reform and improve its system of public education. The EIA contained provisions addressing seven major educational goals: (1) raising student performance; (2) teaching and testing basic skills; (3) elevating the teaching profession; (4) improving leadership, management, and fiscal efficiency of schools at all levels; (5) implementing quality controls and rewarding productivity; (6) creating more effective partnerships; and (7) providing school buildings. To fund the program, the state's sales tax was raised one cent on the dollar. This assessment provides information on all of the EIA provisions. Most programs were in operation statewide, although some continue to be phased in. On almost every quantifiable indicator of quality, the data reflect a marked increase since passage of the EIA. Results from opinion surveys of students, teachers, and administrators reflect an endorsement of 80% or higher of the impact of the EIA. Specific information is presented on each of the goals addressed to serve as a reference for readers desiring a comprehensive overview and to provide a basis for the recommendations presented. Educational reform plans for the next 5 years and the state's Target 2000 legislation are considered. Appendix A contains the procedures used to conduct the evaluation surveys, and Appendix B summarizes the status of program implementation. An index to the EIA provisions is provided. There are 88 graphs and 86 tables throughout the report. (SLD)

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WHAT IS THE PENNY BUYING FOR SOUTH CAROLINA?

ASSESSMENT OF THE FIFTH YEAR OF THE SOUTH CAROLINA EDUCATION IMPROVEMENT ACT OF 1984

Division of Public Accountability
Robert W. Paskel, Deputy Superintendent
Diana J. Ashworth, Director

Mary M. Sandifer, Supervisor
Jerry L. Salisbury
A. Kaye Sanders
Patricia E. Kinsey
Donna D. King
Jacquelyn McCulley
W. Holmes Finch
Denise M. Evans
Patricia A. Keller
Jenny L. Cook
Elizabeth W. Oakman

South Carolina Department of Education
Charlie G. Williams
State Superintendent of Education

DECEMBER 1, 1989

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Introduction

South Carolina has concluded the fifth year of implementation of the Education Improvement Act (EIA). The EIA, legislated in 1984, was one of several major steps the state has taken to reform and improve its system of public education. The foundation for the EIA was begun in 1977 with the passage of the Education Finance Act (EFA). The EFA guaranteed each student the availability of minimum educational programs and services, and funding was provided for the base educational program. In 1978, the Basic Skills Assessment Act insured the use of diagnostic testing in certain grades to determine skill mastery in reading, mathematics, and writing. The Educator Improvement Act of 1979 increased standards for individuals entering the teaching profession and established the evaluation of contract teachers. In 1984, the EIA expanded and built on these earlier legislative acts, with provisions addressing seven major educational goals: raising student performance; teaching/testing basic skills; elevating the teaching profession; improving leadership; implementing quality controls and rewarding productivity; creating more effective partnerships; and providing school buildings.

To fund the EIA programs, the state's sales tax was raised from four to five cents on the dollar. In 1988-89, this penny tax provided more than $270 million for EIA funding. Throughout this report, implementation and expenditure information is supplied for selected programs of the Act, comparing it with initial projections developed prior to the passage of the EIA.

An aspect of the EIA which has received national attention is the inclusion of numerous accountability measures. One of those measures is the mandate that an annual assessment of the Act be provided by the State Board of Education to the General Assembly by December 1 of each year. This report, as prepared by the Department of Education, Division of Public Accountability, is the fifth in the series of annual reports. *What is the penny buying for South Carolina?* is intended to provide useful data to those monitoring the progress of the EIA, while serving as a source of information for those interested in South Carolina's educational progress.

For the first time, this assessment report provides information on all EIA provisions. Sections of the report are designed to be responsive to specific needs of readers. Among the features of the report are the following:

- A section on demographics compares South Carolina with the nation on various characteristics of the state's population.
- A section on report highlights contains major points of each chapter for easy reference and quick reading.
- Chapter One, a major new section, takes the perspective of the public and analyzes the general impact the EIA has made in its first five years on the state's educational productivity.
- Chapters Two through Eight present specific information on EIA programs, organized to follow the sequence of provisions as they appear in the legislation, to serve as a reference for readers who need a comprehensive overview and to provide a basis for recommendations made in Chapter Nine.

Report Highlights

At the conclusion of the fifth year of implementation of the Education Improvement Act, most programs were in operation statewide, although some continued to be phased in. Information from a variety of sources has been compiled to examine trends in student performance, to assess the functioning and impact of specific EIA programs, and to review the implementation process of those programs still being phased in.

On almost every quantifiable indicator of quality and effectiveness, the data contained herein reflect a marked increase since the passage of the EIA. Likewise, results from opinion surveys/interviews of students, teachers, principals, and superintendents reflect an 80% or higher endorsement of the EIA's impact on the quality of education in South Carolina. However, a few EIA programs have not received such strong support, which suggests the need for further research on the impact of particular aspects of the EIA and a careful evaluation of some programs as they currently operate within the system.

The following highlights of this edition of *What is the penny buying for South Carolina?* provide an overview of the status and impact of the EIA through the end of the 1988-89 school year.

Raising Student Performance

- South Carolina no longer trailed the nation in SAT scores, retaining its total point gain while scores decreased nationwide and in surrounding states; the state has led the nation in the amount of gain since 1984.
- In the fall of 1988, 48.2% of the state's high school graduates were admitted to colleges--an increase of seven percentage points over the fall of 1983--and the percent of courses passed by freshmen increased by 1.1 percentage points.
- Student attendance remained at the 1987-88 level of 95.7%, with an average of 7.7 days absent.
- The number of students dropping out of school is a continuing problem for South Carolina. Approximately 66% of all ninth-graders remain in school and graduate with their peers, for all graduating classes between 1983-84 and 1988-89.
- The number of students taking and earning credit through the advanced placement (AP) examinations has more than doubled since 1984; 56% qualified for college credit on the exams compared to the pre-EIA level of 55% when there was no requirement for all AP students to take the exams.
- Student enrollment in gifted and talented artistic programs quadrupled between 1987-88 and 1988-89, while growth in academic programs increased by 11.0%.
- A three-year analysis of graduates of vocational education programs showed that 77.7% were placed in areas related to their training.

Teaching/Testing Basic Skills

- Of all tenth-graders taking the exit exam for the first time in the spring of 1989, 66.1% met the standards on all three subtests, an increase of 3.3 percentage points over last year's rate of 62.8%.
- Of those students who were first-graders in 1984-85, 21% were retained at grade level once or more during their first four years of school.
- Remedial and compensatory instruction at all levels has shown positive results between 1984-85 and 1987-88, with schools' average gains remaining stable.
- Nearly 60% of the compensatory mathematics students and almost half of the compensatory reading students met the BSAP standard in 1988 after not meeting it in 1987.
- The total number of students requiring compensatory instruction continued to decline in 1988, maintaining a pattern which began in 1985.

- Student performance on the CTBS continued to improve between 1988 and 1989 with all grades showing a gain on the battery total and on three or more of the subtests.
- The gap in performance between black and white students on the CTBS continued to narrow; since 1984, the percent of black students scoring above the national norm has increased 14.7% and 18% for grades four and seven, respectively, while their white peers were increasing 11.2% and 12.3%.

Elevating the Teaching Profession

- The number of teacher loan recipients increased over 700% between 1985 and 1989 with 1,185 loan recipients attending 26 in-state institutions and eight loan recipients enrolled at out-of-state institutions during 1989.
- In June 1989, 46% of the 847 teacher loan recipients were not teaching, but were repaying their loans.
- The number of initial teaching certificates issued in South Carolina increased by 370, to 3,647, which is the second highest number issued since 1983-84.
- Although the number of teaching certificates issued annually in critical need subject areas increased by 12.2% between 1984-85 and 1988-89, the percent of total certifications decreased from 29.3% to 23.9%.
- For the third consecutive year, the average South Carolina teacher salary surpassed the Southeastern average; and South Carolina, along with Connecticut, led the nation in the percent increase in average teacher salary between 1981-82 and 1986-87 (31%).
- Most teachers were aware of the Teacher Incentive Program and one-fourth believed the program positively affected teacher qualifications, morale, and performance; approximately 90% of the participants were teachers and 10% instructional support personnel, with roughly three-fourths of those participating receiving awards.
- Between October 1984 and June 1988, 11,256 prospective teachers took the Education Entrance Examination, of which 71.5% passed on the first attempt, 9.1% on the second attempt, and 2.4% on the third attempt.
- During the first five years of the paperwork reduction project, all schools received microcomputers, 988 of the schools used at least some of the available software for reporting, and over 3,400 persons received training.
- In 1989, 287 grants totaling more than $500,000 were awarded to teachers to improve teaching methods and to implement innovative programs through the Competitive Teacher Grants Program; the majority of teachers benefiting from the grants believe they positively affected their teaching and morale.

Improving Leadership, Management and Fiscal Efficiency of Schools At All Levels

- Of the 936 prospective principals evaluated by the Department's Assessment Center since 1984, 242 have been promoted to the principalship.
- Nearly all administrators were familiar with the required biannual training seminars, and 92% of the respondents believed the seminars were accomplishing the purpose for which they were intended.
- Administrators were familiar with the Principal Evaluation Program (PEP); superintendents had a more favorable perception of the program than principals.
- Principal Incentive Program awards have been apportioned without bias to gender or school level and award recipients tend to manage schools that had higher attendance rates and also won school incentive awards; however, a significant number of principals did not believe that most of the principals receiving a Principal Incentive Program award were the most productive principals in their district.

- Eighty percent of the 198 participants in the Principal Apprenticeship Program since 1984-85 have been promoted to principal or assistant principal.

Implementing Quality Controls and Productivity

- From 1985 to 1989, of the 1,014 schools in South Carolina, 21 schools received incentive rewards four times, 66 received incentive rewards three times, 195 received them twice, 373 received them once, and 303 have not received an incentive reward.
- Between 1985 and 1989, 350 grants of up to $5,000 each have been awarded to schools through the Competitive School Grants Program, and teachers report the program has improved their teaching and morale.
- Nearly all administrators were familiar with the School Improvement Councils, and the majority believed the Councils were accomplishing the intended purpose and were effective as they operated in the districts.
- In 1988-89, for the first time since the passage of the EIA, no school districts were designated as being "seriously impaired"; however, since 1985, nine different school districts have been deemed seriously impaired.

Creating More Effective Partnerships

- In 1988-89, more than 6,000 businesses were partners to schools or classrooms, an increase of over 800% since the EIA was enacted.
- In January 1989, the State Chamber of Commerce accepted the responsibility of establishing a public education foundation to fund exemplary and innovative projects in support of public education.
- Schools reported 54,000 school-affiliated volunteers and 59,000 community volunteers during 1988-89.
- School administrators reported the school volunteer program was accomplishing its purpose, was effective, had improved staff morale, and resulted in better staff performance.

Providing School Buildings

- The EIA revenue available for school building aid has fallen short of original projections due to changes in the tax code which reduced revenue potential, high-priority EIA programs which required more funds, and a more rapid increase in the average Southeastern teacher salary.

Recommendations

The fifth-year assessment report presents two general recommendations and 18 specific recommendations ranging from the determination of effectiveness for selected provisions of the EIA to commendations for the General Assembly for passage of Target 2000. These recommendations are presented in Chapter Nine.

Demographics

Educational change is affected by many complex variables such as economic strength, educational levels of the population, and size and composition of school enrollment. Selected characteristics of South Carolina's population are presented on these pages to acquaint the reader with the context within which these changes are occurring.

Characteristics of the State's Population*

	State Data	National Rank
General		
Estimated population (July 1, 1988)	3,469,000	25
Percent change in population (1980-88)	11.2%	15
Percent of population by ethnicity (1988)	*White* 68.0%	—
	Black and Other 32.0%	—
Percent of population aged 5-17 (1988)	19.3%	10
Land area, square miles	30,203	40
Resident population per square mile (July 1988)	115	20
Economic		
Per capita income (1987)	$12,004	43
Average annual pay (1987)	$17,279	43
Unemployment rate (1988)	4.5%	34
State taxes per $1,000 of personal income (1986-87)	$76.83	13
State & local taxes per $1,000 of personal income (1986-87)	$102.71	29
Percent of families with income $50,000+ (1979)	3.2%	—
Percent of persons below poverty level (1979)	16.6%	9
Education		
Persons 25 years old and older, percent college graduates (1980)	13.4%	42
Persons 25 years old and older, percent high school graduates (1980)	53.7%	49

	1970	1980
United States	52.3%	66.5%
Southeast	43.2%	58.3%
South Carolina	37.8%	53.7%

Persons 25 years old and older, percent with less than high school education, 0-8 years (1980)	25.7%	6
Percent of voting-age population casting votes for President (1988)	38.9%	49
Health and Welfare		
Birth rate per 1,000 population (1986)	15.3	24
Death rate per 1,000 population (1987)	8.1	35
Infant mortality rate (deaths per 1,000 live births) (1986)	13.2	3
Percent of population receiving public aid (AFDC and SSI) (1987)	6.3%	15
Percent of population receiving food stamps (1987)	7.9%	15

*Numbers are rounded. Data are for 1988-89 unless otherwise noted.

			State Data	National Rank
Number of school districts			91	38
Largest–Greenville	50,813 students			
Smallest–Marion 4	548 students			
Number of schools in the state			1,106	—
Number of students in the schools (ADM)			614,254	—
Kindergarten		42,399		
Grades 1-3 (primary)		158,069		
Grades 4-8 (elementary)		239,347		
Grades 9-12 (high school)		174,439		
Percent of students classified as handicapped (1987-88)			10.9%	—
Percent of students eligible for free and reduced-price lunches			41%	—
Percent of students classified as economically disadvantaged (1980)			20.6%	—
	1970	**1980**		
United States	14.7%	15.8%		
Southeast	25.2%	20.2%		
South Carolina	28.8%	20.6%		
Average pupil-teacher ratio (Fall 1988)			17.5 :1	20
Full-time (FTE) public education staff			61,826	—
Teachers (K-12)		35,272		
Other instructional personnel		2,840		
Administrative staff		4,061		
Aides and support staff		19,653		
Percent of instructional personnel with master's degree (1988-89)			42.7%	—
Average per pupil expenditures by district and state				
		1987-88		
District		$3,248		
District + State		$3,403		
Per capita state expenditures for all education (1986-87) (primary, secondary, post secondary)			$688	13
Percent of student population by ethnicity			*White* 58%	
			Black 41%	
			Other 1%	

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Five Years Later

Five years ago, the South Carolina General Assembly enacted legislation to improve the productivity of the state's public education system. This legislation, known as the Education Improvement Act of 1984, was in response to expressed concerns from the public and business sector, and to reform proposals from the State Superintendent of Education and the Governor.

In 1983, an opinion poll conducted by Metromark Market Research, Inc. for Chernoff/Silver and Associates found that the public was ready for a change. Two-thirds of the South Carolinians sampled rated the overall quality of public education as fair or poor. Almost nine out of 10 rejected the idea that the public school system in South Carolina was about as good as it would ever be.

Of those responding, 83% agreed that, in order to have better education in South Carolina, the state simply must be willing to spend more money on public school programs (see Graph 1-1).

The same percentage of South Carolinians responding to the survey (83%) believed there would be significant improvement in public education in South Carolina if additional funding were provided to support new programs (see Graph 1-2).

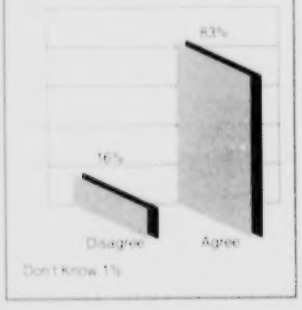
Furthermore, the people of the state saw both economic (new industry, higher-paying jobs) and social (fewer discipline problems in the classroom, fewer people in prison, and reduced welfare rolls) benefits accruing if public education was improved in South Carolina. The public generally agreed on the necessity for additional state spending in order to improve education, endorsed the idea of a state sales tax increase to generate revenue, wanted legislators to support a sales tax increase, and believed public education would improve only if such funding was provided.

Responding to the public mood and cognizant of the national concern about the state of education and the evidence of educational mediocrity, South Carolina became one of the first states, following the emergence of a national consensus regarding education, to address the issues of educational reform and improved performance through the enactment of legislation. The legislation was influenced by effective schools research and was designed to institute new programs to recognize and foster superior performance, to identify and improve poor performance, and to enhance student achievement through specially designed programs. Five years later, the State of South Carolina has been identified in news articles and other media as a leader in educational reform and has been recognized as enacting major reform legislation to improve the productivity of the educational system.

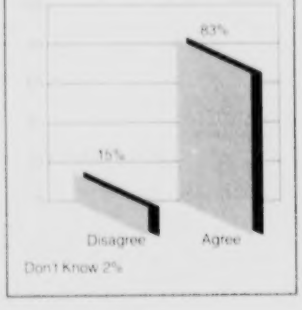
The State Legislature supported this educational reform legislation with a source of funding--an increase in the state sales tax of one cent--earmarked for elementary and secondary education. The revenue generated by the additional one-cent sales tax has increased each year, as reflected in the chart on the following page (see Graph 1-3).

South Carolina became one of the first states, following the emergence of a national consensus regarding education, to address the issues of educational reform and improved performance through the enactment of legislation.

Graph 1-1



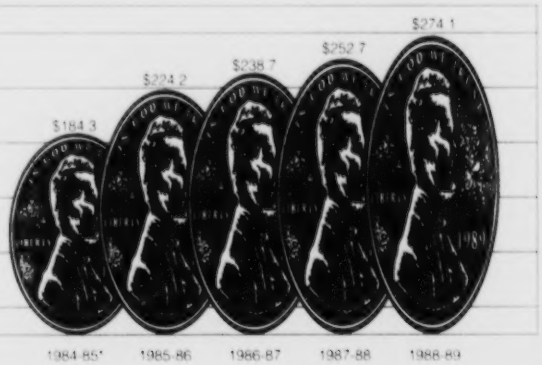
Graph 1-2



Graph 1-3

Revenue in Millions Generated by 1 Cent Sales Tax Increase

*In FY 84-85, approximately $21.3 million in General Funds was appropriated for the EIA which increased total funding to about $206 million.



Prior to the passage of the EIA, the public perceived that the state's educational system was not adequately performing its job of educating the next generation.

Indicators of Change

The Education Improvement Act of 1984 received its major impetus from the public perception that the state's educational system was not adequately performing its job of educating the next generation. Many of the measures included in the EIA which were designed to correct these problems had as their main purpose the improvement of academic performance. Now, five years after these changes have been implemented, what has been the impact on the state's schools and their effectiveness in educating young people?

In the classrooms of approximately 1,100 public schools, student attendance increased and has remained at a relatively constant level since 1985-86; and student performance, as measured by standardized tests, has shown steady improvement. In 1988-89, student attendance remained relatively high at 95.7%, with an average of 7.7 days absent per student. On a nationally normed, standardized test (CTBS), student performance has continued to show overall gains in all skill areas for all five grades tested. Students who have historically performed less well on tests--students participating in the free lunch program and black students--continued to show gains, slightly reducing the large margin that existed between the performance of these students and others.

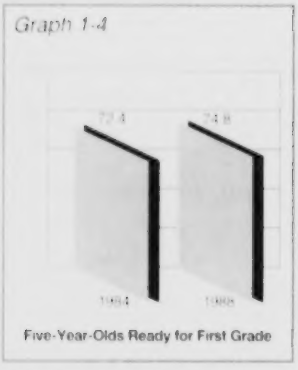
On a state-developed test (BSAP), which measures student mastery of certain skills against set standards, test results continued to show an overall upward trend since the passage of the EIA. Approximately 66% of the tenth-grade students, members of the Class of 1991, passed all three sections of the exit examination on the first attempt. This is the second class that must pass the exam in order to qualify for a high school diploma. For the fifth year, South Carolina was in the forefront of gains on the Scholastic Aptitude Test (SAT). The SAT is designed to measure the verbal and mathematical abilities needed by students in order to perform well in college. South Carolina leads the nation with a 35-point increase since 1984.

The state has shown little or no improvement in the percentage of high school students remaining in school and graduating with their peers. Approximately one of every three students drops out between the ninth grade and graduation. The percentage of South Carolina high school graduates enrolled in college increased to 48.2% in 1988-89, and the percentage of courses they passed as freshmen increased to 92.4%.

Cognitive Skills Assessment Battery (CSAB)

The percentage of five-year-old students tested as "ready" for first-grade work has generally increased. In 1984, the EIA provided for mandatory kindergarten and

Graph 1-4



Five-Year-Olds Ready for First Grade

Graph 1-5

Students Meeting Standard
Grade Six

half-day programs for "at-risk" four-year-olds. Subsequently, the percentage of students tested as "ready" on the CSAB has increased from 72.4% in 1984 to 74.8% in 1988 (see Graph 1-4).

Basic Skills Assessment Program (BSAP)

The Basic Skills Assessment Act of 1979 mandated a criterion-referenced state testing program (BSAP) to measure mastery of certain basic skills in reading and math, and beginning with the sixth grade, writing. For each grade level, BSAP test results continued to show an overall upward trend in all three basic skill areas.

Indeed, from 1984 to 1989 every grade has seen an increase in the percentage of students meeting the standard. For example, Graph 1-5 shows gains for grade six in reading, math, and writing for 1989 as compared to 1984.

Exit Exam

The exit exam is first given in the tenth grade, and students are allowed four attempts to pass all three sections of the exam. Approximately 66% of the tenth-graders taking the exam in the spring of 1989 passed all three sections on their first attempt (see Graph 1-6). Students who do not meet the standards for the reading, mathematics, or writing subtests receive remediation, as required by the EIA, before retaking the subtest(s) on which they scored below standard. The most recent test results for these students show a higher percentage meeting the standards for each subtest on their second attempt than in the previous year.

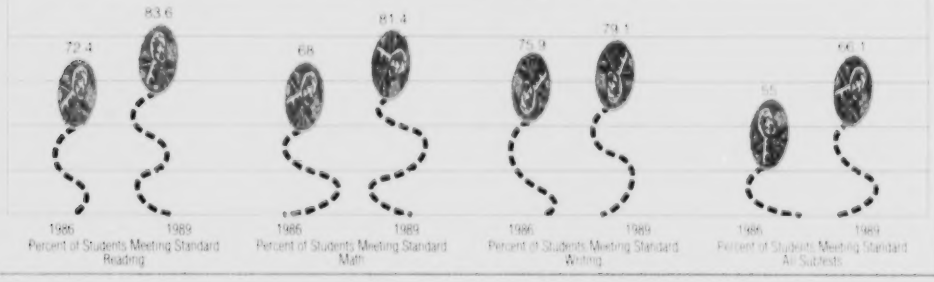
Comprehensive Tests of Basic Skills (CTBS)

Student performance on the Comprehensive Tests of Basic Skills has continued to show improvement in all five grades since the first administration of this edition of the test (CTBS/U) in 1983. CTBS is a nationally normed, standardized test designed to measure student proficiency in a wide range of subject areas, including reading, language, math, spelling, reference skills, science, and social studies. South Carolina students have scored higher on the total battery in each year from 1984 through 1989.

Student performance in South Carolina, as measured by standardized tests, has shown steady improvement since 1984.

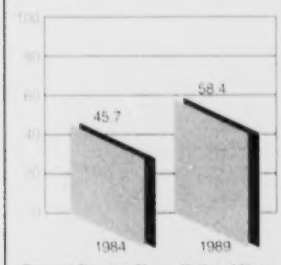
Graph 1-6

Percent of Tenth-Grade Students Scoring Above Exit Exam Standard on First Attempt, 1986 and 1989



Since 1984, there has been relatively no change in the percentage of high school students remaining in school and graduating with their peers.

Graph 1-7



Percent Scoring Above National Norm on Battery Total, Grade Seven

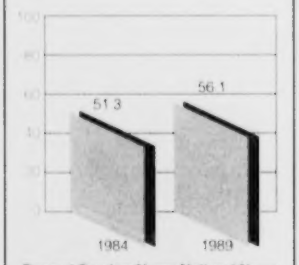
In terms of the percentage of students scoring above the national average on the total battery, grade seven has experienced the greatest gain, while grade eleven has had the smallest gain (see Graphs 1-7 and 1-8).

Scholastic Aptitude Test (SAT)

From 1984 to 1989, South Carolina showed a gain of 35 points on the SAT, as compared to a six-point gain for the nation (see Graph 1-9).

The Scholastic Aptitude Test is a nationally standardized test designed to measure the verbal and mathematics abilities students need in order to perform well in college. In 1984, the state average SAT score was 803 (math and verbal scores combined), while in 1989 the state average had risen to 838, an increase of 35 points. On the national level, SAT scores increased an average of six points, from 897 in 1984 to 903 in 1989.

Graph 1-8

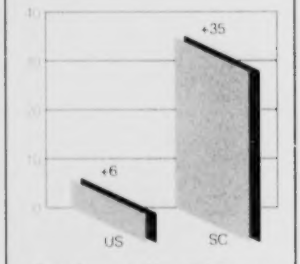


Percent Scoring Above National Norm on Battery Total, Grade Eleven

Dropout Rates and Holding Power

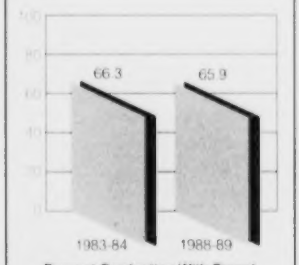
Since 1984, there has been relatively no change in the percentage of high school students remaining in school and graduating with their peers. Graph 1-10 shows the number of South Carolina students graduating from high school expressed as a percent of ninth-grade membership four years earlier. The indicator is known as "holding power" and is the only method currently used nationwide for determining the dropout rate. In South Carolina, approximately one in every three students does not complete school with his original ninth-grade class. The percentage

Graph 1-9



Point Change in Mean SAT Scores

Graph 1-10



Percent Graduating With Peers*

*estimate

of students dropping out of school is a continuing problem for the state.

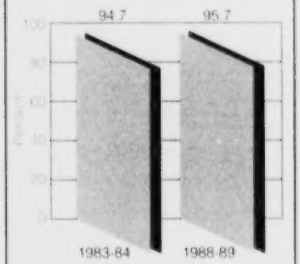
Student Attendance

Student attendance also increased from 94.7% in 1983 -84 to 95.7% in 1988-89 (see Graph 1-11). Because of this increase, the average student in South Carolina now attends school almost two days more a year without lengthening the school year. The average days absent for a student has dropped from 9.6 days in 1983-84 to 7.7 days in 1988-89.

College Enrollment and Success

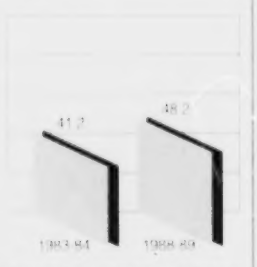
The percentage of South Carolina high school gradu-

Graph 1-11



Student Attendance Rate

Graph 1-12



High School Graduates Entering College

Graph 1-13

Private School Enrollment

ates entering college continued to increase in 1988-89. Of the state's high school graduates, 48.2% entered college--up from 41.2% in 1983-84, an increase of 7 percentage points (see Graph 1-12). The percentage of courses passed by freshmen was also up, from 91.3% in 1983-84 to 92.4% in 1988-89. This increase means that 9,140 more courses were passed by freshmen in 1988-89 than in 1983-84.

Enrollment in Public and Private Schools

The enrollment in private schools may be considered an indirect measure of confidence in the public school system. In 1988-89, a total of 44,705 students were enrolled in private elementary and secondary schools in the state, a decrease from 51,219 students in 1983-84 (see Graph 1-13). During the same time period, the public school enrollment increased by almost 14,000 students.

Community Involvement

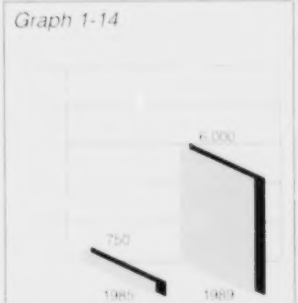
In 1988-89, school districts reported that more than 6,000 businesses were involved in various business education partnerships--more than an 800% increase since the state initiated EIA reform efforts in 1984. Each of the 91 school districts has had at least one partnership in operation (see Graph 1-14).

A total of 113,580 volunteers participated in various school projects in 1988-89. The majority of these volunteers were parents.

EIA Programs to Improve Student Performance

The EIA focuses on specific programs to improve student performance.

Graph 1-14



Businesses in Business/Education Partnerships

Included in the Act are programs for four-year-olds, compensatory and remedial students, gifted and talented students, and vocational students. Those programs already in place in the schools received added emphasis and expansion through the EIA.

Half-Day Program for Four-Year-Olds

Evaluation studies of the half-day program for four-year-olds, conducted since 1984, indicated that the program was serving those at risk of school failure as the program was intended. The evaluation studies further indicated that the program was helping to reduce the risk of failure for students in the early elementary grades (see Graph 1-15).

Remedial/Compensatory Programs

For the fourth consecutive year, students made impressive gains in remedial and compensatory programs. Statewide average NCE gains for 1988 were generally consistent with earlier years and continued

Graph 1-15

Number of Districts Implementing Voluntary Programs for Four-Year-Olds

For the fourth consecutive year, students made impressive gains in remedial and compensatory programs.

Table 1-16

Program	Statewide Average NCE Gains			
	1985	1986	1987	1988
Compensatory Reading	4.85	4.42	5.93	5.11
Compensatory Mathematics	8.91	7.92	9.01	8.73
Remedial Reading	3.34	5.42	3.78	4.15
Remedial Mathematics	6.65	5.95	5.93	4.60

to show achievement gains for students participating in the remedial and compensatory programs (see Table 1-16).

Between 1984 and 1989, the number of students taking an AP exam more than doubled.

Gifted and Talented Programs

The EIA requires the provision of programs for students with high ability and demonstrated performance in academic and artistic areas. Nearly all students in academic programs were served during the regular school year, while artistic programs served a sizable portion of students in summer programs. Enrollment in these programs has almost tripled since the 1984-85 school year (see Graph 1-17).

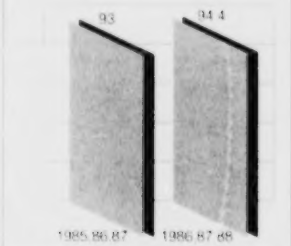
Advanced Placement (AP)

Prior to the 1984-85 school year, students could take an advanced placement course without taking an AP exam; however, the passage of the EIA required students enrolled in an AP course to take the test. Between 1984 and 1989, the number of students taking an AP exam more than doubled (see Graph 1-18). The percentage of students qualifying for college credit on the exams increased from 39% in 1984-85 to 56% in 1988-89.

Vocational Education

The most recent three-year analysis of graduates of vocational education programs showed a 94.4% placement rate. Of these graduates, 44.3% were employed in areas related to their training; an additional 33.4% were in a related area either in the military or in post-secondary education; 16.7% were employed in an unrelated area; and 5.6% were unemployed (see Graph 1-19).

Graph 1-19

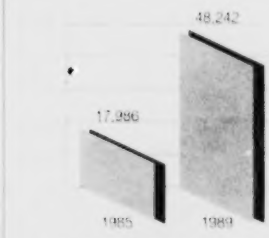


Percent of Vocational Education Students Placed For 3-Year Periods

Continuum of Care

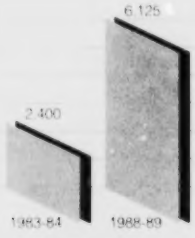
The Continuum of Care for Emotionally Disturbed Children provides services to severely emotionally disturbed children in order that they may better benefit from special education. The number of clients served by the Continuum has increased from 40 in 1984 to 234 in 1989 (see Graph 1-20).

Graph 1-17



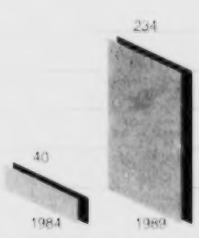
Academic and Arts Enrollment

Graph 1-18



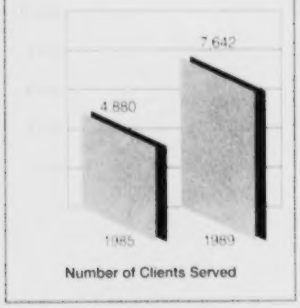
Students Tested

Graph 1-20



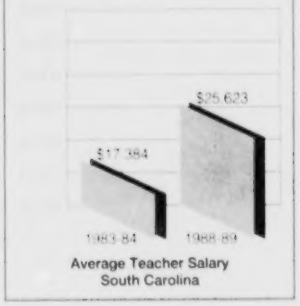
Clients Served

Graph 1-21



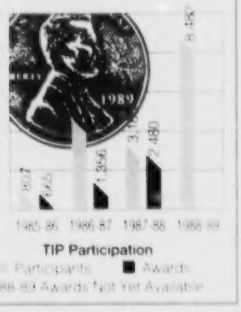
Number of Clients Served

Graph 1-22



Average Teacher Salary
South Carolina

Graph 1-23



TIP Participation
Participants ■ Awards
1988-89 Awards Not Yet Available

School Intervention Program (ScIP)

The South Carolina Commission on Alcohol and Drug Abuse provides alcohol and drug abuse intervention, prevention, and treatment services for the public schools in the state. The number of students receiving these services has increased from 4,880 in 1985 to 7,642 in 1989 (see Graph 1-21).

EIA Programs for Teachers

Perhaps one of the most important ingredients in any attempt at educational reform is the faculty which must put the plans for change into practice. Thus, the success of such reforms is dependent upon the effectiveness of the teachers involved.

It is important for the continued improvement of the state's public education system to attract and retain qualified individuals in the teaching profession. To this end, many of the EIA programs focus on enhancing the teaching profession through the strengthening of teacher training, evaluation, and compensation. The EIA raised teacher salaries to the Southeastern average, established an incentive program for teachers, and funded programs for training and evaluating existing staff as well as for recruiting future teachers.

Teacher Salaries

The commitment by the EIA to annually adjust the state's average teacher salary to equal the Southeastern average has resulted in an average salary increase for the state's teachers from $17,384 in 1983-84 to $25,623 in 1988-89. Even so, the state's average salary remains less than that of Georgia and North Carolina, the state's nearest competitors in the teacher pool (see Graph 1-22).

Teacher Incentive Program

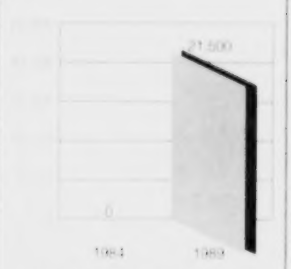
After three years of pilot-testing, statewide implementation of the Teacher Incentive Program occurred in 1988-89. Approximately 90% of the participants are teachers and 10% are instructional support personnel (see Graph 1-23). In the last evaluation of the program, a majority of participants believed it was possible to implement an unbiased process to identify and reward superior teachers in their district.

Teacher In-service

Since 1984, approximately 21,500 teachers have participated in in-service training programs to upgrade their skills through the Program for Effective Teaching (PET). In addition to PET, 17 other programs have been selected for in-service training in the districts. These programs emphasize instructional, supervisory, classroom management, and human relations skills (see Graph 1-24).

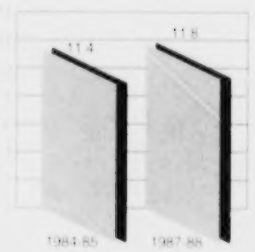
The commitment to annually adjust the state's average teacher salary to equal the Southeastern average has resulted in an average salary increase from $17,384 in 1983-84 to $25,623 in 1988-89.

Graph 1-24



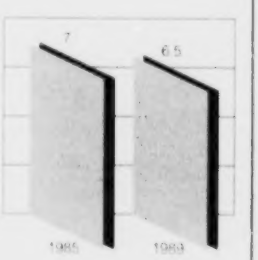
Number of Teachers Trained: PET

Graph 1-26



Teacher Experience in Years

Graph 1-28



Days Absent

Teacher attendance rates have improved since 1984.

Prospective Teacher Loan Program

A loan program for prospective teachers has provided loans to 3,536 eligible individuals since the inception of the program in 1984-85. In the first year, 157 individuals received loans, a number which increased seven-fold by 1989 (see Graph 1-25). Of those reaching repayment stage, 46% were not teaching but were repaying their loans.

Indicators of Change in the Teaching Profession

Teacher Experience

In 1984-85, the average experience for the elementary and secondary teaching staff was 11.4 years. In 1987-88, the most recent year for which data were available, this figure reached 11.8 (see Graph 1-26). In the first year of the EIA, almost half of the teachers had 10 years or less experience. Another 34% had between 10 and 20 years, and 16% had been in the profession for over 20 years. In 1989, approximately 43% of the teachers had taught for 10 years or less. The figures for 10 to 20 years and over 20 years, however, had risen (40% and 17%, respectively).

Teacher Certification

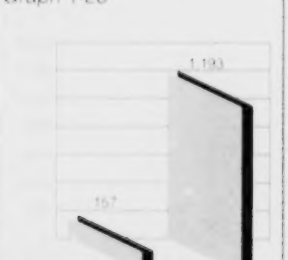
The number of initial certificates issued to teachers in 1983-84 (3,307) increased to 3,891 in 1985-86 but exhibited an annual decline of 8% for two consecutive years (3,277 in 1987-88). In 1988-89, the number increased to 3,647 (see Graph 1-27).

The EIA called for the development of a conditional certification program in critical need areas to alleviate teacher shortages in South Carolina. Through this three-year program, candidates can meet certain criteria to become eligible for a full professional teaching certificate. The number of conditional teaching certificates issued in critical need areas has dropped from 63 in 1984-85 to 37 in 1988-89.

Teacher Attendance

Teacher attendance rates have improved since 1984. Teacher attendance figures in 1984-85 showed an average of 7.0 days absent, excluding long-term illness and professional leave. In 1988-89, teachers were absent an average of 6.5 days during their 190-day contract period (see Graph 1-28).

Graph 1-25



Number of Loans

Graph 1-27

Initial Teacher Certification

EIA Programs for Administrators

According to effective schools research, principals are key individuals in bringing about school improvement. Since district administrators provide leadership in the effective implementation of the policies and programs of the EIA, many of the Act's programs focused on strengthening the leadership and management skills of administrators.

Principal Evaluation Program (PEP)

The Principal Evaluation Program (PEP) was implemented statewide in 1987-88 (see Table 1-29). The 1987-88 administration of the program was examined through a validation study of 22 districts. Results of the study indicated that 14 districts administered the program as required. The remaining eight districts rectified their deficiencies in the admin-istration of the program by the end of 1988-89.

Table 1-29

Principal Evaluation Program

1985	Criteria Development
1986	Instrument Development
1987	Field Test
1988	Statewide Implementation
1989	Program Validation

Graph 1-30

Principal Incentive Program (PIP)

The final year of pilot testing the Principal Incentive Program was completed in 1988-89. In the pilot-test districts, 60% of the principals participated in the program (see Graph 1-30). Roughly one-third of the participants in 1987-88 received awards. In the last evaluation, a majority of the participants (57%) in the pilot-test districts believed PIP encouraged principals to improve their administrative skills.

Training Programs for Administrators

The EIA requires all superintendents and principals to participate every two years in at least one seminar designed to improve administrative skills or instructional leadership. In a recent survey of administrators, 92% said the seminars were accomplishing the purpose for which they were intended; 92% also indicated the seminars were effective (see Graph 1-31).

Graph 1-31

Assessment of Prospective Principals

The EIA requires all prospective principals to be evaluated by the Assessment Center of the State Department of Education prior to their appointment to the principalship. Only candidates who have previously served as principals are exempt from the Assessment Center program. Since 1984, the Assessment Center has assessed 936 prospective principals (see Table 1-32).

Principal Apprenticeship Program

Apprenticeships offer aspiring principals an

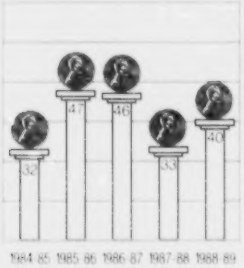
Table 1-32

Assessment Center

- 936 prospective candidates assessed
- In 1988-89, 150 candidates assessed
- As of June 30, 1989, 242 participants were promoted to principalship
- Approximately 354 assessors trained

In a recent survey of school administrators, 92% said the training required by the EIA to improve administrative skills and instructional leadership was accomplishing the purpose for which it was intended.

Graph 1-33

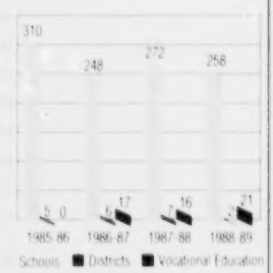


Completed Apprenticeships

Graph 1-34

Impaired Districts

Graph 1-35



SIRP Recipients

Since 1984-85, approximately 80% of the 198 participants in the Principal Apprenticeship Program have been promoted to the position of principal or assistant principal.

opportunity to develop needed competencies by spending a full school year working with an experienced principal. Since 1984-85, approximately 80% of the 198 participants in the program have been promoted to the position of principal or assistant principal (see Graph 1-33).

EIA Quality Control Programs for Schools and Districts

The quality of the programs offered by schools and school districts has a direct relationship to student achievement and productivity. Two EIA provisions focus on the issue of quality programs: the impaired district provision and the School Incentive Reward Program.

Impaired District Provision

An annual evaluation of the quality of education in each school district is required by the EIA. School districts not meeting the established standards are declared "seriously impaired" and must implement procedures to correct the deficiencies. Since 1985, nine districts have received that designation and then been removed from that status the following year. One of the districts declared seriously impaired in 1985 was again placed in that category in 1988. No district was declared "seriously impaired" in 1989 (see Graph 1-34).

School Incentive Reward Program

The EIA established a program to reward schools and school districts for exceptional or improved performance. Since 1985, approximately 25% of the schools have received annually an incentive reward. Of the 272 schools that were reward recipients in 1987-88, 123 received a reward for two consecutive years, 39 for three consecutive years, and 21 for all four years (see Graph 1-35).

1989 Teacher and Administrator Opinion Surveys

In September 1989, the Division of Public Accountability conducted a survey of a sample of teachers in the state requesting their opinions on selected EIA programs. Of the teachers who were sampled, 40% responded--most of whom taught in the public schools before the EIA (74.5%).

For each of the 15 EIA programs listed on the survey, respondents were asked to indicate (1) if they were aware of the program, (2) if they had any personal participation in or direct benefit from the program, (3) if the program had affected their decision to enter or remain in teaching, (4) if the program had affected their morale, and (5) if the program had affected teacher qualifications.

Three programs had the most favorable response in terms of affecting teaching, morale, and teacher qualifications.

EIA Programs With Most Favorable Teacher Response 1989 Teacher Opinion Survey

- Raising Teachers Salaries to Southeastern Average
- Tuition Reimbursement for Recertification
- Teacher In-service Requirement

EIA Programs With Most Favorable Administrator Response 1989 Administrator Opinion Survey

- Administrator Seminars
- Business/Education Involvement
- Competitive School Grants
- Competitive Teacher Grants
- School Volunteer Programs
- Raising Teachers Salaries to the Southeastern Average
- School Improvement Councils

In September 1989, the Division of Public Accountability conducted a written survey of administrators, similar to the teacher survey, requesting their opinions on selected EIA programs. Each school principal and district superintendent in the state was mailed a copy of the survey.

One of the questions on the survey asked the administrators to indicate the impact the EIA had on education in the state. Responses of the superintendents and principals are reported separately.

For each of the 16 programs listed on the administrator survey, respondents were asked to indicate (1) their level of knowledge about the program, (2) if the program was accomplishing the purpose for which it was intended, (3) if the program was effective in their school/district, (4) if the program had an impact on staff morale in their school/district, and (5) if the program had an effect on staff performance in their school/district.

Administrators identified seven programs as having the most favorable response in terms of accomplishing the program's purpose, being effective, having an impact on staff morale, and resulting in better staff performance.

Although the questions regarding EIA programs differed on the teacher and administrator opinion surveys, the following conclusion can be drawn regarding one of the EIA provisions. Only one EIA program was identified by a majority of teachers as having affected their decision to enter or remain in teaching -- raising teachers salaries to the Southeastern average. The same program received the overall most favorable responses from administrators in terms of accomplishing the purpose of the program, being effective, having an impact on staff morale, and resulting in better staff performance.

Only one EIA program was identified by a majority of teachers as having affected their decision to enter or remain in teaching-- raising teachers salaries to the Southeastern average.

Administrator Reaction to the EIA
1989 Administrator Opinion Survey

Question: **When considering the EIA as a total program and its impact on the entire state, do you feel that education**

Responses: **has changed for the better, is neither better nor worse, or has changed for the worse?**

Responses:	Principals	Superintendents
Better	92.95%	100.0%
Neither	5.3%	0.0%
Worse	1.1%	0.0%
No response	0.5%	0.0%

Quality of Education
Teacher Opinion Surveys
1985 and 1988

Question: **How would you rate the overall quality of education in South Carolina: excellent, good, fair, or poor?**

Responses:	1985	1988
Excellent	11.8%	14.5%
Good	65.3%	70.7%
Fair	19.0%	13.4%
Poor	3.5%	1.4%
Don't know	.5%	.7%

More than 80% of the teachers surveyed indicated the EIA had improved the quality of education.

More administrators responded positively to each of these four questions related to the teacher salary provision than any other EIA provision on the survey.

Teacher Opinion Surveys, 1985 and 1988

South Carolina studies of teacher opinion concerning the EIA and education reform have been conducted by this state for four consecutive years. In 1985, Metromark Market Research, Inc. conducted the first opinion study of teachers; in 1988, the most recent teacher survey was conducted by MGT of America, Inc. Several of the questions on these two surveys were the same and permit an examination of opinion trends since the enactment of the EIA. The following is a sampling of teacher attitudes toward their jobs, their students and the EIA itself in 1985, soon after the Act was implemented, and in 1988, after the full impact of the reforms was being felt.

Overall Quality of Education

First, teacher attitudes about the state's education system are examined. Above are comparisons in perceptions of the overall quality of education in the state.

How then, do teachers rate the EIA itself? Have their ratings of the reforms contained in the EIA changed since its first year? When teachers were asked to respond to the statement that the EIA has improved the quality of education in the schools, the percentage agreeing increased from 83.1% in 1985 to 88.8% in 1988.

Resources for Teaching

There has been a marked change in teacher

Teacher Reaction to the EIA
Teacher Opinion Surveys
1985 and 1988

Statement: **The Education Improvement Act has improved the quality of education in the schools in my part of South Carolina.**

Responses:	1985	1988
Agree strongly	43.3%	34.3%
Agree	39.8%	54.5%
Neutral	2.3%	.6%
Disagree	9.5%	8.8%
Disagree strongly	2.5%	1.8%
Don't know	2.8%	1.0%

Teacher Reaction to Availability of Materials and Supplies
Teacher Opinion Surveys
1985 and 1988

Statement: **Public schools have the materials and supplies necessary for instruction in basic skills programs, such as writing and arithmetic.**

Responses:	1985	1988
Agree strongly	22.8%	26.7%
Agree	34.0%	60.3%
Neutral	1.0%	0.0%
Disagree	22.8%	11.6%
Disagree strongly	16.3%	1.4%
Don't know	3.3%	.6%

perceptions regarding the availability of materials and supplies. It can be generalized that teachers in 1988 felt better supplied to teach their students the basics than they did in 1985.

National Teacher Opinion Survey

During the past five years, many states in the nation have enacted education reform legislation. To assess the impact of the reform efforts on schools and classrooms in the various states, the Carnegie Foundation for the Advancement of Teaching conducted a national survey of teacher opinion in 1988. The survey, which involved more than 13,500 teachers, asked teachers to indicate their perceptions of the changes that had occurred in the conditions for teachers and in the learning opportunities for students.

The report of the 1988 survey, entitled *Report Card on School Reform--The Teachers Speak*, contains the responses of South Carolina teachers as compared with those of teachers from the other 49 states. When compared with the nation, the responses of South Carolina's teachers were positive overall and ranked first or second nationally on a majority of the items. Specifically, teachers in South Carolina were the most positive in the nation, ranking in the top 10 states in 45 of the 54 survey items.

South Carolina teachers indicated that many public school conditions have improved since the enactment of the EIA.

Responses to items related to community and parental involvement were extremely positive when compared with other states.

Several provisions of the EIA relate to strengthening the teaching profession, and several portions of the Carnegie survey pertained to these areas. The responses indicate South Carolina teachers perceive that a variety of changes have occurred since the enactment of the state's reform legislation.

South Carolina teachers indicated that many public school conditions have improved since the enactment of the EIA.

South Carolina Teacher Responses Related to School Conditions 1988 National Teacher Opinion Survey

Survey Item	Percent Agree	National Ranking of Responses
Instruction tailored to students' needs had increased	78%	1
Classroom interruptions were fewer	68%	1
Classroom order had improved	56%	2
Students were more serious	52%	1
Academic testing had increased	85%	2

South Carolina Teacher Responses Related to the Community 1988 National Teacher Opinion Survey

Survey Item	Percent Agree	National Ranking of Responses
Partnerships with business and industry had improved	80%	1
Parental involvement had improved	65%	1
Parental support for teachers had improved	44%	1
Community respect for teachers had improved	41%	2

South Carolina Teacher Responses Related to the Teaching Profession 1988 National Teacher Opinion Survey

Survey Item	Percent Agree	National Ranking of Responses
Salaries had increased	82%	4
Teacher awards had increased	58%	1
Use of technology for teaching had improved	80%	6
In-service education opportunities had increased	64%	8
Money to support innovative ideas had increased	54%	3
Burden of bureaucratic paperwork had increased	70%	39
Fiscal resources had increased	57%	2

. . . a greater percentage of South Carolina's teachers (52%) gave this state's reform a grade of "A" or "B" than did teachers from any other state.

When teachers were asked in this national survey to grade their respective educational reform movements, a greater percentage of South Carolina's teachers (52%) gave this state's reform a grade of either "A" or "B" than did teachers from any other state. Conversely, fewer South Carolina teachers gave their reform effort a grade of either "D" or "F"--the lowest percentage in the nation.

South Carolina led the nation in the percentage of teachers (40%) who responded that teacher morale had improved following the enactment of education reform legislation in this state. A larger percentage of South Carolina teachers (46%) said morale was worse.

South Carolina also ranked first among the states when considering the percentage of teachers who perceived improvement after the reform effort in basic skill areas such as math (89%), reading (86%), and writing (85%).

Student Opinions

One end result of educational reform which cannot be overlooked is its impact on students. Therefore, this section provides several indicators of change in student perceptions since the EIA was enacted. Students have been surveyed every year since 1986 to determine their perceptions of change in the public schools. The following compares 1986 responses to those of 1989 on items related to learning.

To determine what they perceived as the overall goal, or emphasis, of their schools, students were asked to respond to the statement, "Learning is my school's most important goal." Their responses indicated a significant shift in students' perceptions of their school's goals. More students believed that learning was the primary goal of their school in 1989 than did students in 1986.

When asked if teachers provided feedback to students on their academic progress, there was a significant difference between responses to this question in 1986 and 1989. Students in 1989 apparently believed that teachers were much more likely to keep

Learning as School Goal Student Opinion Surveys 1986 and 1989

Statement:	Learning is my school's most important goal.	
Responses:	**1986**	**1989**
Strongly agree	27.6%	40.8%
Agree	38.8%	40.1%
Don't know	12.8%	7.0%
Disagree	17.1%	9.6%
Strongly disagree	3.7%	2.5%

Student Reaction to Teacher Feedback
Student Opinion Surveys
1986 and 1989

Statement: **My teacher lets me know how well I am doing in my schoolwork.**

Responses:	**1986**	**1989**
Strongly agree	14.8%	29.4%
Agree	44.3%	50.9%
Don't know	9.4%	2.1%
Disagree	24.7%	13.1%
Strongly disagree	6.8%	4.5%

them apprised of their academic progress than students did in 1986.

Public Sentiment

Since the enactment of the Education Improvement Act, the numerous programs specified by the Act have been implemented by the school districts of the state. When the law was enacted, it was envisioned by the lawmakers that the combined effect of these programs would be a strengthening of the educational system. Not only would students be better prepared for employment or for further education, but the citizens of the state would sense that an improvement was taking place and would be aware of a change in the educational system.

Since the EIA was enacted, the Division of Public Accountability has regularly conducted telephone surveys of the public, under contract, to determine if they perceive that the educational system is improving. The most recent poll of the public was conducted in August 1988. One of the questions related to the quality of education in the state. The same question was asked in 1983 on an opinion poll conducted by Metromark Market Research, Inc. for Chernoff/Silver and Associates prior to the passage of the EIA, and the two sets of responses to the question are presented in the chart below.

Quality of Education
Public Opinion Surveys
1983 and 1988

Question: **How would you rate the overall quality of education in South Carolina? Would you say the quality of public education is excellent, good, fair, or poor?**

Responses:	**1983**	**1988**
Excellent	3%	4%
Good	33%	36%
Fair	35%	42%
Poor	27%	13%
Don't know	2%	6%

In 1988 when asked if emphasis on learning in the last year had increased in the public schools, 77% of the public agreed with the statement. Eighty-four percent agreed that the public schools in their area could be described as "a good place to learn." When asked if parents in their area were satisfied with their children's education, about half of those surveyed said that they were (51%).

In the 1988 Gallup Poll, 37% of the public surveyed nationally rated their schools with an "A" or "B." In the South Carolina survey conducted the same year, 45% of the public graded the schools in the same categories.

From an examination of these responses, the public appears to be aware of changes being made in the educational system, but they also indicate that there is still room for improvement.

. . . the public appears to be aware of changes being made in the educational system, but they also indicate that there is still room for improvement.

Business Reactions

One of the most important forces in the drafting and lobbying effort to enact the Education Improvement Act was the state's business community. Following the implementation of EIA programs, the business sector expected some

benefits to be derived from an improved education system and the resultant better trained work force. After five years, what do business people think about the EIA? Has it been a benefit to them?

A questionnaire concerning business and the economy which included a question on the EIA was sent to 195 senior executives from South Carolina and Charlotte, North Carolina. Of those polled, 105 individuals responded.

After five years, what do business people think about EIA? . . . In general, they perceive the impact of the EIA on their business as positive.

In the June 1989 study conducted by Metromark Market Research, Inc. for the State Newspaper, businessmen and women were asked whether they agreed or disagreed that the EIA had a positive impact on their business (see Graph 1-36). In general, they perceived the impact of the EIA on their business as positive. The responses were positive across geographic boundaries, age groups, company sizes, and types of businesses. Indeed, in every case, over 60% of the respondents believed that the EIA has had a positive impact on their businesses.

In a second question, respondents were asked to select what they considered the most pressing issue facing South Carolina today. Respondents identified public education as the most pressing issue facing South Carolina by a substantial margin.

Graph 1-36

Impact of EIA on Business

The EIA in Perspective

In response to the challenges of worldwide economic competition, educational improvement has been of paramount importance in America during most of the 1980s. During this time, a great deal of national attention has been focused on South Carolina as a leader in educational reform, innovation, and improvement.

Former U.S. Secretaries of Education Terrel Bell and

Business Executives Identify Pressing Issues
1989 Business Opinion Survey

Question: **Of the following issues, which ONE do you feel is the most pressing issue facing South Carolina today?**

Responses:	**Total**
1. Quality of public school education	55.2%
2. Cost of health care	14.3%
3. Availability of skilled labor	12.4%
4. Recruiting business and industry to South Carolina	8.6%
5. Protection of beachfront environment	1.0%
6. Quality of higher education	1.0%
7. Taxes	1.0%
8. Don't know	6.7%

William J. Bennett have singled out South Carolina for the effective strategies being used to upgrade the public schools. Stories regarding the South Carolina Education Improvement Act initiatives have been featured in numerous national publications--*The Wall Street Journal, Washington Post, Chicago Tribune, Fortune,* and *Time*--and on "Good Morning America."

The attention on the Palmetto State has been due in part to the results gained from the education reforms, as well as the unusual features employed in the South Carolina reform effort. Unlike almost any other state, the process of developing the reforms in South Carolina involved hundreds of statewide leaders in business, education, and government, as well as thousands of local citizens and educators. The Governor and the State Superintendent of Education, along with key representatives from business, education, and the General Assembly, provided the continuing leadership for the reform efforts.

In a study by the Rand Corporation, the package of reforms was considered to be the most comprehensive in the nation. The reforms were designed to have a positive effect on students in all grades and on the entire educational community. The reforms also reached beyond the classroom walls to parents, the community, and businesses. A permanent funding source was dedicated specifically for the reforms, which allowed an orderly phase-in of the initiatives. Mechanisms were put in place to maintain ongoing accountability and to monitor the reforms and the results.

The Education Improvement Act has resulted in steady improvement in the state's public education system. South Carolina is on target in meeting the goals set for 1989 as established in 1983 by key business, government, and educational leaders. For example, one goal was to increase by 100,000 the number of students meeting basic skill standards in 1989. That goal was reached in 1986-87, three years ahead of schedule.

Despite the progress, much remains to be done in South Carolina and in the nation to be competitive in the global economy. The high school dropout rate is far too high nationwide, and the same is true in South Carolina. Despite improved readiness for schools in South Carolina, too many young children are entering first grade far behind and have difficulty catching up. Despite large gains in basic skills achievement, many students--particularly in middle, junior, and high schools--need consistent support in order to improve. Although South Carolina has made advancements in areas beyond the basics (i.e., the number of students taking advanced placement exams has more than doubled), more emphasis on problem-solving skills and encouragement of creativity is needed for South Carolinians to be competitive in the future.

Despite the progress, much remains to be done in South Carolina and in the nation to be competitive in the global economy.

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II

Raising Student Performance by Increasing Academic Standards

Student performance is markedly improved following the implementation of programs and strategies required by the Education Improvement Act.

Five Years Later

Student performance is markedly improved following the implementation of programs and strategies required by the Education Improvement Act. Since 1984, Scholastic Aptitude Test scores in South Carolina have risen by 35 points, compared with a gain of six points across the nation. This state no longer trails the nation in SAT scores, retaining its total point gain while scores have decreased nationwide and in surrounding states. Student attendance remains relatively high at 95.7%, with an average of 7.7 days absent per student; but there has been no improvement in the percentage of students completing high school, as approximately one out of every three students drops out between ninth grade and graduation. The percentage of South Carolina high school graduates enrolled in college has increased to 48.2%; and although the number of courses completed has increased by nearly 5,000 since 1987-88, the percentage passed has remained essentially the same, at 92.4%.

From 1984 to 1989, the number of South Carolina students enrolled in advanced placement courses has increased by more than 155%, and the percentage of students qualifying for college credit has increased from 39% in 1985 to 56% in 1989. Funding for gifted and talented programs has increased, with 10% set aside for the arts, and guidelines for dance, drama, music, and the visual arts have been developed by the State Department of Education. Enrollment in gifted and talented programs continued to increase.

Increasing Academic Standards

Many of the measures in the EIA are designed to improve academic performance. In this section, the EIA places emphasis on improving student performance by raising academic standards. The provisions in this section of the Act increase graduation requirements; establish standards for participation in interscholastic activities; and require all secondary schools, with exceptions provided, to offer college-preparatory programs. The remainder of this section addresses the improvement of history and agriculture courses and requires an emphasis on higher order problem-solving skills in courses at all levels.

Increased Graduation Requirements

The EIA increased the number of units required to qualify for a high school diploma from 18 to 20 units, as prescribed by the State Board of Education. Beginning in 1986-87, a minimum of three units in mathematics and two units in science had to be earned, representing an increase of one unit in each area of study. One unit of computer science could be counted toward the mathematics requirement. Students who earned one unit in science and six or more units in a specific occupational service area would meet the science requirement for a state high school diploma. By requiring additional math and science instruction in high school, the EIA places more emphasis on the importance of these course areas in the academic preparation of students.

Interscholastic Activities: "No pass, no play"

A provision in the EIA stipulates that, in order to participate in interscholastic activities, students in grades nine through twelve must achieve an overall passing average and either (1) pass at least four academic courses, including each unit the student takes that is required for graduation; or (2) pass a total of five academic courses. Students must satisfy these conditions in the semester preceding participation in the interscholastic activity if the activity occurs completely in one semester. Students must satisfy these conditions in the semester preceding the first semester of participation if the activity occurs over two consecutive semesters and is under the jurisdiction of

the South Carolina High School League.

Academic courses are defined by the EIA as those courses of instruction for which credit toward high school graduation is given. These courses may be required or approved electives. By requiring students in high school to meet certain qualifications in order to participate in interscholastic activities, this provision further emphasizes the importance of academic preparation.

Superstars, a mathematics program designed to improve thinking skills, is open to any interested student, regardless of prior achievement. The program is currently implemented in 130 schools in 57 school districts.

Mandatory College-Preparatory Programs

The EIA requires the State Board of Education to promulgate regulations to ensure that all secondary schools (with the exception of vocational schools and secondary schools whose enrollment is entirely handicapped) offer a clearly defined college-preparatory program as specified by the State Board. These regulations were promulgated by the State Board in 1985 in accordance with the EIA provision. Information on college-preparatory programs, and state college and university entrance requirements has been provided to school counselors by the Department for use with eighth-grade students.

Higher Order Problem-Solving Skills

Improving the problem-solving skills of students is one of the most critical tasks facing education in this country. Many students can add, subtract, and read, but they are not always able to apply their knowledge to a new situation. Included in the EIA is a directive that the Department must emphasize higher order problem-solving skills in courses at all levels. In order to address this provision, several projects have been implemented by the Department and school districts.

Superstars Program

The Superstars Program supplements the normal elementary school mathematics curriculum by encouraging students to improve their thinking skills and to further develop their problem-solving abilities. Superstars is an optional program open to any interested student, regardless of prior achievement in mathematics. The program is currently implemented in 130 schools in 57 districts throughout the state. Adapted from a program developed by the Florida State Department of Education, the instructional materials include puzzles and exercises designed so that assistance can be given to students by volunteer aides under the direction of school personnel.

Tactics for Thinking

In 1988-89, Tactics for Thinking, a program developed under the sponsorship of the Association for Supervision and Curriculum Development (ASCD) to help districts improve instruction in higher order thinking skills, was pilot tested in 10 districts. The program is designed to be integrated into all subject matter areas at all grade levels and focuses on three general areas of thinking skills: (1) learning process skills, (2) academic content skills, and (3) reasoning skills. Training to implement the program was provided for two participants from each of the 10 pilot-test districts. The program, along with the training necessary for its implementation, is currently being offered to all school districts in the state.

SAT Improvement Projects

The Department developed the SAT Mathematics Improvement Project in 1984 and the SAT Verbal Improvement Project in 1985. These two projects were developed (1) to strengthen student understanding of the mathematics skills which are basic to a college-preparatory curriculum; (2) to improve verbal skills which relate to the areas of language, science, social studies, and the arts; and (3) to enhance the higher order thinking skills and problem-solving abilities that are necessary for a student's success in college. The mathematics project was pilot tested during the spring

of 1985; the verbal project during the spring of 1986. Results of the first year of the mathematics project were evaluated using the Preliminary Scholastic Aptitude Test (PSAT) as a pretest and posttest measure. An in-depth analysis of the data (controlling for different courses, time lapse between pretest and posttest, and degree of usage of project materials) showed that significantly greater PSAT gains were associated with greater use of project materials, indicating the project was serving its intended purpose.

A number of states or school districts have adopted South Carolina's SAT improvement projects for their own use. The programs are in use statewide in North Carolina and Virginia and by individual districts in Arkansas, California, Florida, Georgia, Illinois, and Texas.

Scholastic Competition Program

Designed for high school juniors and seniors as an extension of the SAT improvement projects, the Scholastic Competition Program was first implemented in the 1987-88 school year. The purpose of the competition is to encourage each of the state's high schools to develop and implement programs for improving mathematics, verbal, and higher order thinking skills and to recognize and reward superior student performance in these skills as measured by the Scholastic Aptitude Test.

Teaching South Carolina History and Black History

The EIA directs the Department to assist school districts in enriching the teaching of South Carolina history and to ensure, through adoption of designated textbooks, that black history is incorporated into social studies and history courses by the 1989-90 school year.

The South Carolina History Project, authorized by the General Assembly in 1988, provided for the development of a guide to accompany the eighth-grade social studies text entitled *South Carolina: One of the Fifty States*. The guide was distributed to every South Carolina history teacher for use in the 1988-89 school year, along with related materials such as maps, a slide collection, and a classroom archaeology program. The Project also sponsored, for the second year, a television certificate-renewal course for approximately 485 teachers.

Black history is being integrated into the social studies curriculum of elementary and secondary schools over a three-year period from 1988-89 through 1990-91. Year-by-year objectives focus on (1) the contributions of blacks in the context of South Carolina history, (2) the geography of Africa and its place in world civilization, and (3) the contributions of blacks in the context of United States history. Curriculum materials were developed for third- and eighth-grade social studies courses and tested in the spring of 1989. Instructional resources were also made available to the schools for use in the observance of Black History Month.

Emphasis on Agriculture

To emphasize the relationship of agriculture and other industries to the state's economy, as stipulated in the EIA, the Department has, since 1985-86, provided an agriculture-oriented curriculum in the form of a text (*Keepers of the Land*), along with audiovisual resources for schools with kindergarten through sixth grade. This material is augmented with career information on agriculture and other South Carolina industries.

Other Indicators of Increasing Academic Standards

Scholastic Aptitude Test (SAT)

The Scholastic Aptitude Test is designed to measure the verbal and mathematical abilities students need in order to perform well in

A number of states or school districts have adopted South Carolina's SAT improvement projects for their own use.

During the 1980s, South Carolina led the nation in the improvement of SAT scores . . . .

college. During the 1980s, South Carolina led the nation in the improvement of SAT scores, with average scores rising from 784 in 1979-80 to 838 in 1988-89, an increase of 54 points in comparison with the national increase of 13 points.

A comparison of state and national SAT scores since the implementation of the EIA in 1984 shows gains made by South Carolina students. Table 2-1 shows a mean gain of 35 points in this state (15 for verbal, 20 for mathematics), compared with a total mean gain of six points across the nation. As in many states, South Carolina students take the SAT because it is required for college entrance. Not all colleges in the United States require the SAT for admission, but it offers one measure for comparing student aptitude.

Although the total mean score for South Carolina did not change between 1988 and 1989, maintaining the same average was significant in light of a one-point drop in the national average, to 903, and decreases in surrounding states. During the past year, for example, Georgia's mean SAT scores dropped one point, to 847; Florida's by one point, to 887; and North Carolina's by five points, to 836. South Carolina now ranks 49th in the nation on SAT scores; but, according to the College Board, this state had one of only seven students across the nation who scored a perfect 1,600 on the SAT (see Table 2-1).

Table 2-1

Scholastic Aptitude Test (SAT)
South Carolina and National Mean SAT Scores

Year	South Carolina Verbal	South Carolina Mathematics	National Verbal	National Mathematics
1984	384	419	426	471
1985	391	424	431	475
1986	395	431	431	475
1987	397	435	430	476
1988	400	438	428	476
1989	399	439	427	476
1984-89	+15	+20	+1	+5

Table 2-2 shows South Carolina SAT scores analyzed by race and sex. Since 1987, the first year in which SAT scores were disaggregated by race and sex, black students have gained 15 points on SAT total scores, while white students have gained six points. Particularly noteworthy is the 10-point gain by black students on the mathematics portion of the test, compared with a three-point gain by white students. Males gained eight points during this period, and females gained five points.

Table 2-2

Scholastic Aptitude Test (SAT)
Mean SAT Scores and Gains
South Carolina Subgroups

Subgroup (Number Tested in 1989)	Test	Year 1987	1988	1989	Gain 1987-89
Blacks	Verbal	324	329	329	+5
(4,836)*	Math	359	366	369	+10
Whites	Verbal	423	425	426	+3
(14,504)*	Math	461	462	464	+3
Females	Verbal	391	392	392	+1
(11,840)	Math	417	420	421	+4
Males	Verbal	403	409	407	+4
(9,581)	Math	457	460	461	+4

** Numbers do not add to the total number of examinees because other races are not included in this table and because some students did not report their race.*

Table 2-3

South Carolina High School Graduates Enrolled as Freshmen Fall 1983 and Fall 1988

Graduates/Freshmen	Fall 1983	Fall 1988
Number of high school graduates		
Admitted to freshman class	15,465	17,414
Percent of high school graduates	41.2	48.2
Number of freshmen reported	13,593	15,597
Percent of total admitted	87.9	89.6
Number attended in-state	13,175	14,049
Sub-freshman courses	1,635	1,675
Withdrew from college	322	417

College Enrollment and Success

Since the EIA was implemented, a pattern of continued growth has been seen in the number of South Carolina high school graduates who enroll as college freshmen. In the fall of 1988, over 17,000 students, or 48.2% of the state's high school graduates, were admitted to colleges. This figure indicates an increase of 7.0 percentage points over the fall of 1983 (see Table 2-3).

Increases were also seen in the number and percent of courses passed by freshmen--up 1.1 percentage points, to 92.4%, in relation to an increase of 9,140 courses passed by freshmen since 1983 (see Table 2-4).

Strengthening Student Discipline and Attendance

Effective schools research indicates that time on task is a factor in student learning. Therefore, students who are regularly in attendance at school and who are taught in classrooms which function with minimal disruption have a better opportunity to learn. In this section, the EIA emphasizes student discipline and attendance as factors in raising student performance. This section also contains a provision which requires school districts to assist parents in having their children fingerprinted if the parent so requests.

Minimum Standards of Conduct and a Uniform System of Enforcement

As required by the EIA, the State Board of Education set minimum standards of conduct and behavior in the schools, as well as disciplinary procedures for use by the districts in enforcing them. In the 1989 Student Opinion Survey conducted by MGT of America, Inc.,

. . . a pattern of continued growth has been seen in the number of South Carolina high school graduates who enroll as college freshmen.

Table 2-4

Success of South Carolina High School Graduates Enrolled as Freshmen - Fall 1983 and Fall 1988

Subject	Fall 1983 Total Courses Passed	Fall 1983 Percent Courses Passed	Fall 1988 Total Courses Passed	Fall 1988 Percent Courses Passed
Language Arts	12,605	92.9	13,075	93.5
Mathematics	8,130	85.9	10,442	88.3
Natural Science	5,889	89.1	7,406	90.4
Social Studies	11,442	91.8	12,457	92.3
Subtotal	38,066	90.4	43,380	91.3
Elementary/ Secondary Education	542	93.0	715	95.8
Business	3,598	89.3	2,279	92.4
Foreign Language	1,841	93.2	2,654	94.8
Fine Arts	2,277	94.5	2,898	94.9
Other	8,821	91.6	12,359	94.8
Subtotal	17,079	91.6	20,905	94.6
Total for completed courses passed by freshmen	55,145	91.3	64,285	92.4

respondents indicated that student misbehavior continued to interfere with learning in class; students also had differing opinions on whether equal treatment was given to those who misbehaved (see Graphs 2-5 and 2-6).

Scholastic Standards of Achievement

The State Board of Education was required to promulgate regulations prescribing scholastic standards of achievement. The South Carolina Office of the Attorney General issued an opinion in 1986-87 stating that the promotion policy of the EIA "satisfies scholastic standards as well as promotion criteria." Therefore, the regulations promulgated by the State Board of Education, as required by the EIA for the promotion policy provision, are understood to meet the requirements of the Act under this section. (Refer to the "Promotion Policy" section in Chapter Three for further discussion of scholastic standards of achievement.)

Pursuant to the enactment of the EIA in 1984, the State Board of Education promulgated regulations prescribing a uniform system of enforcement of the state's compulsory attendance laws by school districts.

Graph 2-5

"Student Misbehavior Interferes With Learning in My Class"

Uniform System of Enforcement of Attendance

Pursuant to the enactment of the EIA in 1984, the State Board of Education promulgated regulations prescribing a uniform system of enforcement of the state's compulsory attendance laws by school districts. The regulations address lawful and unlawful absences, absences in excess of 10 days, and intervention plans and referrals.

Graph 2-6

"Students Who Misbehave Are Treated Equally, No Matter Who They Are"

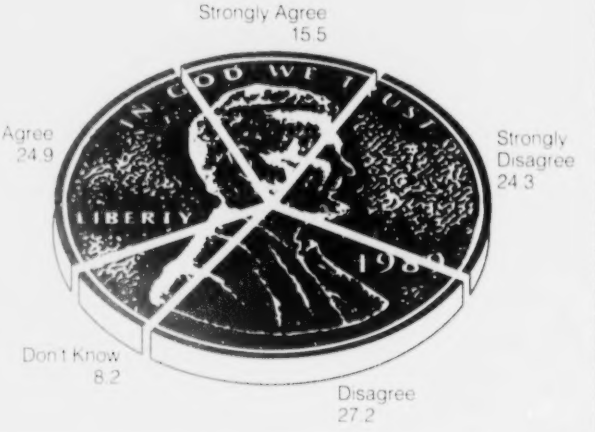


Table 2-7

Student Attendance
Percent of Average Daily Attendance (ADA) to Average Daily Membership (ADM)

Year	Percent Attendance	Average Days Absent
1983-84	94.7	9.6
1984-85	96.2	6.8
1985-86	95.8	7.6
1986-87	96.0	7.2
1987-88	95.7	7.7
1988-89	95.7	7.7

Absences and Student Attendance

In accordance with the EIA, the State Board of Education established regulations defining lawful and unlawful absences from school. The regulations require that school officials immediately intervene to encourage a student's future attendance when that student has three consecutive unlawful absences, or a total of five unlawful absences, and that the district board of trustees or its designee promptly approve or disapprove any student absence in excess of 10 days. The EIA defines "intervene" as the identification of reasons for the student's continued absence and the development of a plan in conjunction with the student and the parent or guardian to improve future attendance. A majority of respondents (56%) to the 1989 Student Opinion Survey believed that teachers regularly communicated with parents concerning their child's absences from school; one fourth disagreed.

South Carolina led the nation in student attendance in 1984-85 and 1985-86, the first two years the EIA was in effect. The state ranked seventh in the nation in 1988-89, with an attendance rate of 95.7% and an average of 7.7 days absent during the 180-day school year (see Table 2-7).

Fingerprinting of Students

For protection and identification purposes, parents may request in writing that their child be fingerprinted. School districts receive assistance from SLED and local law enforcement agencies in the implementation of this procedure. The Division of Public Accountability received written notification from each school district stating that the activities necessary to execute this program were implemented in 1985-86.

Other Indicators of Discipline and Attendance

Dropout Rates and Holding Power

Keeping students in school until graduation remains a problem for South Carolina and for the nation. A school dropout is defined as a pupil who leaves school, for any reason except death, before graduation or completion of a program of studies and without transferring to another school or institution. Dropout data are contaminated since students may move out of state without requesting a transcript or a dropout may return to school and then leave again. Estimates of the national dropout rate vary anywhere from 13% to 30%.

South Carolina led the nation in student attendance in 1984-85 and 1985-86, the first two years the EIA was in effect. The state ranked seventh in the nation in 1988-89 . . . .

Table 2-8

Yearly Dropout Rates for Combined Enrollment, Grades 9-12 1983-84 to 1988-89

Year	Enrollment	Number of Dropouts	Percent of Dropouts
1983-84	182,661	9,659	5.3
1984-85	181,949	8,605	4.7
1985-86	182,787	8,048	4.4
1986-87	185,131	7,466	4.0
1987-88	183,930	7,740	4.2
1988-89	178,094	7,466	4.2

Note: The number of dropouts was provided by the Office of Leadership and School Improvement, State Department of Education.

In South Carolina, approximately 66% of all ninth-graders remain in school and graduate with their peers.

Dropout data for South Carolina are reported to the Department by school districts. Table 2-8 shows the percentage of students in the combined enrollment for grades nine through twelve who left school between 1983-84 and 1988-89. The data showed that the yearly dropout rate of 4.2% was the same as last year's rate and was 1.1 percentage points lower than the high of 5.3% for 1983-84.

Another way of estimating dropout rate, and the only method currently used nationwide, is an indicator commonly known as "holding power." This indicator shows the probability that a student will complete school with his original class. Table 2-9 shows the holding power of South Carolina schools for 1983-84 through 1988-89. The number of students graduating from high school is expressed as a percent of ninth-grade membership four years earlier. The data are affected by grade retentions during the four-year period, public and private school transfers, and student deaths.

In 1988, the seriousness of the dropout problem led the Department to establish an administrative unit for "at-risk youth." As part of its regular duties, the At-Risk Youth Section collects, analyzes, and disseminates dropout data from the school districts. The dropout data collection system in South Carolina was revised in accordance with U. S. Department of Education guidelines. Beginning with the 1989-90 school year, data will be collected on a fall-to-fall basis rather than the state's traditional method of fall-to-spring. Clemson University also established a national dropout center in 1986. The center received an appropriation of $500,000 in non-EIA funds in 1988, and $350,000 was earmarked for in-state studies or projects aimed at reducing the dropout rate.

For the first time, the 1989 Student Opinion Survey included the subject of dropouts. In response to the question, "What could

Table 2-9

Holding Power Number of High School Graduates as a Percent of Ninth-Grade Membership Four Years Earlier 1980-81 to 1985-86

Year Ninth Grade	Ninth-Grade Membership	Graduating Class	Number of Graduates	Percent Graduating with Peers*
1980-81	54,390	1983-84	36,058	66.3
1981-82	52,967	1984-85	35,004	66.1
1982-83	51,919	1985-86	34,415	66.3
1983-84	52,174	1986-87	34,047	65.3
1984-85	54,924	1987-88	36,117	65.8
1985-86	55,876	1988-89	36,800 (est.)	65.9

** These figures are slightly different than those reported last year because ninth-grade membership has been used in the calculations rather than ninth-grade enrollment.*

be done by your school to keep students from dropping out?," the common message shared by students at all grade levels was to provide more encouragement, support, and respect for the students. Other responses common to all grade levels referred to providing more fun in school, permitting leniency in rules, providing more counseling, educating students on the subject of dropping out, and providing extra help with schoolwork.

When a student continues to be absent from school and is in danger of becoming a dropout, South Carolina school officials must identify the reasons for these absences and work with the student and his parent or guardian on improving future attendance. More than half (54%) of the students participating in the 1989 Student Opinion Survey said they would feel comfortable talking to an adult at their school if they were experiencing problems which might cause them to drop out of school.

Enrollment in Public and Private Schools

Private school enrollment may be considered to be an indirect measure of confidence in the public school system. In 1988-89, enrollment in private schools in South Carolina showed a decline for the fourth consecutive year and remained at 6.6% of the total as in 1987-88. Meanwhile, public schools showed an increase of 1,280 students over last year (see Table 2-10).

Providing More Effective Use of Classroom Learning Time

Effective schools research and research on student learning indicate that "time on task" is associated with student learning. In this section of the Act, the EIA emphasizes the importance of classroom time and getting an early start on learning through early childhood education.

Length of School Day

The EIA provides for the minimum length of a school day. The instructional day for secondary students must be at least six hours, excluding lunch. The school day for elementary students must be at least six hours, including lunch.

During the instructional day, priority must be given to teaching and learning tasks with interruptions limited only to emergencies. Over 90% of the students responding to the 1989 Student Opinion Survey agreed with the statement, "Most of our class time is spent on learning."

Make-up Days

To further emphasize the importance of classroom time, the EIA amended existing law to require that all days missed due to hazardous weather be made up. Before the EIA was passed, as many as three days could be excused by the State Board of Education upon request by a school board. Now, all school days missed because of snow or extreme weather conditions must be

Over 90% of the students responding to the 1989 Student Opinion Survey agreed with the statement, "Most of our class time is spent on learning."

Table 2-10

Enrollment in Public and Private Schools in South Carolina 1983-84 to 1988-89

Year	Enrollment[a] Public	Private	Percent of Total Enrollment in Private Schools
1983-84	617,701	51,219	7.7
1984-85	615,914	51,406	7.7
1985-86	619,369	50,150	7.5
1986-87	624,832	46,422[c]	6.9
1987-88	630,376	44,803	6.6
1988-89	631,656	44,705[d]	6.6

[a] *Excludes special school districts.*
[b] *Thirty-five schools did not report. These schools had a total enrollment of approximately 1,000.*
[c] *Seventy schools did not report. These schools had a total enrollment of approximately 1,650.*
[d] *Thirteen schools did not report. These schools had a total enrollment of approximately 300.*

made up. The General Assembly has made a few rare exceptions for schools which have experienced mechanical or safety problems. No make-up days can be scheduled on Saturdays; however, remedial instruction for grades seven through twelve can be taught on Saturdays at the direction of the school board.

In 1988-89, parents of 156 eligible children exercised their option of non-participation in the kindergarten program; 42,377 children attended kindergarten.

Kindergarten Provided

The EIA requires each school district to establish and provide a kindergarten program for all children within its jurisdiction. Students may enter kindergarten in the public schools if they attain the age of five on or before November 1 or have substantially initiated a public school kindergarten program in another state that has a different age requirement from South Carolina.

Although the provision of kindergarten programs is mandatory, parents may elect not to send their children by signing a waiver obtained from the school district office. In 1988-89, parents of 156 eligible children exercised their option of non-participation in the program. Table 2-11 shows the extent of the use of the waiver since the EIA was enacted.

School districts must also provide transportation for all children in kindergarten whose parents request it. Over 29,000 children used this service in 1988-89 at a total cost of nearly $8 million, or approximately $1.50 per child per day.

The EIA further provides that, to enter first grade in South Carolina, children must be six years old on or before November 1, have substantially initiated a first grade program in another state which has a different attendance requirement from South Carolina, or have attended a public school kindergarten program one full school year.

Child Development Programs for Four-Year-Olds

The EIA encourages participation in preparatory programs for preschool children by authorizing school districts to serve four year-olds in child development programs. District school boards may establish and provide for the education of children who attain the age of four on or before November 1 in child development programs. School boards serving three- and four-year-olds when the EIA was enacted were authorized to continue to serve three-year-old children. In 1988-89, child development programs for four-year-olds were being provided in 80 out of 91 districts. A more detailed discussion of these programs is provided in Chapter Three.

Providing Programs of Excellence for Talented Students

The next three sections focus on raising student performance through the development of three specific program areas: programs for talented students, vocational training programs, and programs for handicapped students. The EIA provided additional funding and expanded the requirements for these programs.

Advanced Placement Examinations

In accordance with the EIA, each school district is to provide advanced placement courses in all secondary schools which enroll an adequate number of aca-

Table 2-11

Use of the Kindergarten Waiver Since Passage of the EIA

Students/Waivers	1984-85	1985-86	1986-87	1987-88	1988-89
Number of Kindergarten Students	39,174	41,439	41,672	42,659	42,377
Number of Waivers	221	161	147	134	156
Percent of Students Receiving Waivers	.56	.39	.35	.31	.37

Table 2-12

Number of Districts Providing Advanced Placement Programs, Number of Students Taking Examinations, and Number of Examinations Taken 1983-84 to 1988-89

Subgroups	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89
Number of School Districts	44	62	70	83	85	90
Number of Students Taking Examinations	2,400	4,670	5,181	5,889	6,254	6,125
Number of Examinations*	3,046	6,262	7,152	7,980	8,767	8,521
Total Expenditures for AP Program (in thousands)	–	$583	$795	$887	$924	$1,126

*Differs from the number of students taking exams since students can take more than one exam.

demically talented students to support the courses. The courses and tests are developed by the College Board, and students performing at an acceptable level on the Advanced Placement (AP) Examinations qualify for college credit. Table 2-12 shows the number of districts participating in the advanced placement program since 1983-84.

Funds are allocated to districts for the acquisition of materials and supplies, textbooks, and tests for eleventh- and twelfth-grade students enrolled in AP courses. In order to receive EIA funds for advanced placement programs, schools must have teachers who are "AP endorsed." Teachers must attend special summer institutes where they typically take a two- to three-week course for three to four graduate credits in their teaching area. Over the last five years, 110 EIA-funded AP institutes have been held at 10 different colleges in South Carolina, training a total of 1,399 teachers. One-day regional workshops have been offered to AP teachers, and refresher courses are offered to AP-endorsed teachers to encourage retraining (see Table 2-13). All costs of the institutes are paid by the state.

Prior to the 1984-85 school year, students could take an advanced placement course without taking the AP exam. The EIA, however, required those students enrolled in an AP course to take the exam. From 1984 to 1989, the number of South Carolina students taking AP exams increased by more than 155%. This

Students performing at an acceptable level on the Advanced Placement (AP) Examinations qualify for college credit. From 1984 to 1989, the number of South Carolina students taking AP exams increased by more than 155%.

Table 2-13

Advanced Placement Number of Teachers Trained, Number of Institutes Funded, and Expenditures for Institutes 1984-85 to 1988-89

Subgroups	1984-85	1985-86	1986-87	1987-88	1988-89
Number of Teachers Trained	273	379	300	203	244
Number of Institutes Funded	19	28	28	17	18
Expenditures for Institutes (in thousands)	$187	$368	$427	$326	–

Table 2-14

Advanced Placement Program
Percent of Examinations Qualifying Students for College Credit*
1983-84 to 1988-89

Subgroups	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89
South Carolina						
Public Schools	55%	39%	48%	51%	53%	56%
Public and Private Schools	56%	41%	49%	51%	54%	55%
Nation	70%	67%	69%	68%	67%	65%

* *Score of three or better required for college credit.*

In 1988-89, 1,307 eighth-graders from 79 school districts were recognized as Junior Scholars.

increase was accompanied by a steady improvement in the percent of students scoring three to five points on the examinations--from 39% in 1985 to 56% in 1989 (see Table 2-14). Exam scores of three to five points are required for college credit. The 56% "three to five" score statistic for 1988-89 is a landmark in the advanced placement program; it exceeds the 1983-84 pre-EIA percentage (55%) when only 99 public high schools in South Carolina were administering 3,046 exams to selected students. On seven out of 29 exams taken in the state in 1989, South Carolina students surpassed the national "three to five" average.

Gifted and Talented Programs

The General Assembly increased funding for 1988-89 gifted and talented programs and included a proviso for 10% of the funding to be set aside for the arts. Guidelines for gifted and talented programs in dance, drama, music, and the visual arts were developed by the Department, and technical assistance in developing a curriculum for the gifted and talented was given to program coordinators in each school district. The number of students served in artistic programs quadrupled between 1987-88 and 1988-89, while the growth in academic programs was 11% (see Table 2-15). Nearly all students in academic programs were served during the regular school year, while artistic programs served a sizable proportion of students in summer programs.

Other programs developed by the Department to serve the needs and abilities of gifted students include the following:

- The South Carolina Junior Scholars Identification and Development Program, in its second year of statewide implementation, identifies eighth-grade students with exceptional academic talent and develops an educational plan for each student. In 1988-89, 1,307 students from 79 school districts were recognized at regional award ceremonies as Junior Scholars, having scored at or above 43 in verbal or 47

Table 2-15

Gifted/Talented Enrollment History for Grades 3-12
1984-85 to 1988-89

Year	Total	Academic	Percentage of Total	Arts	Percentage of Total
1984-85	17,986	15,769	87.7	2,217	12.3
1985-86	25,428	22,699	89.3	2,729	10.7
1986-87	36,932	33,466	90.6	3,466	9.4
1987-88	40,219	39,043	97.1	1,176	2.9
1988-89	48,242	43,353	89.9	4,889	10.1

in math on the PSAT. These scores indicated that academically proficient eighth-grade students in South Carolina could score at or above the national average of college preparatory tenth- and eleventh-grade students.

- Summer programs developed specifically for Junior Scholars were sponsored by seven colleges and universities across the state. Scholarships totaling $54,250 were awarded to 121 Junior Scholars attending the summer programs. Two brochures, *Reading Guidance for Junior Scholars* and *South Carolina Junior Scholars Program*, were distributed on a statewide basis to assist school districts in developing the intellectual potential of their Junior Scholars.
- Four regional Odyssey of the Mind Competitions were held to determine teams eligible to compete at the state level. In its seventh year, the statewide competition was sponsored for over 1,500 students, teachers, and parents. In all, approximately 4,000 students in grades one through twelve participated in Odyssey of the Mind Competitions at the regional or state level. First-place winners represented South Carolina in the world finals at the University of Colorado at Boulder.

Providing More Relevant Vocational Training Programs

Regulations for Clearly Defined Programs

The EIA requires each school district to have a clearly defined vocational program in its secondary schools or vocational center. These regulations were promulgated in 1985 by the State Board in accordance with the EIA provision.

Purchase of New Equipment

In order to ensure the development of useful programs, the EIA provides funding to help the districts purchase equipment for vocational classes. The highest priorities in funding are currently: (1) high-technology, trades, businesses, and industries, (2) labor-intensive areas, (3) small business management, and (4) new and emerging trades and industries. School districts must submit an application requesting a grant of funds for each school year to either implement new vocational courses or to update existing courses. In 1988-89, 278 applications for EIA vocational grants were submitted and 84 were approved (49 for new course development and 35 for existing courses). Approximately 46% of the funds were spent on programs in high schools, 32% in vocational education centers, 21% in middle/junior high schools, and .6% in other areas. Table 2-16 compares expenditures for vocational education programs and the number of

In 1988-89, approximately 46% of the vocational education equipment funds provided by the EIA were spent on programs in high schools, 32% in vocational education centers, and 21% in middle/junior high schools.

Table 2-16

Vocational Education Expenditures and Number of Approved Grants**
1984-85 to 1988-89

Program	1984-85	1985-86	1986-87	1987-88	1988-89
Agriculture	$ 84 (1)*	$ 15 (2)	$ 109 (4)	$ 124 (5)	$ 4 (3)
Business	2,472 (40)	3,517 (67)	2,654 (59)	515 (13)	759 (21)
Health	14 (1)	10 (2)	36 (3)	0 (0)	27 (3)
Home Economics	27 (2)	235 (3)	132 (3)	0 (0)	0 (0)
Marketing	12 (1)	63 (6)	3 (1)	0 (0)	0 (0)
Trade/Industrial	2,390 (30)	3,160 (76)	2,066 (54)	2,551 (74)	2,211 (59)
Total	$5,000 (75)	$7,000 (156)	$5,000 (124)	$3,190 (92)	$3,000 (86)

Note: Numbers and totals may not agree due to rounding.
** Figure in parentheses indicates the number of approved grants.*
***Expenditures in thousands.*

grants approved from 1984-85 to 1988-89. The total spent by the EIA on vocational education in 1988-89 was $3 million, the lowest amount since the legislation was passed in 1984.

Graphs 2-17 and 2-18 show responses from the 1989 Administrator Opinion Survey concerning vocational education equipment purchases. All superintendents and 84% of secondary principals were familiar with this EIA program, but 79% of elementary principals and 43% of middle school principals were not.

Of the superintendents, 85% believed the equipment purchase provision of the EIA was accomplishing its purpose; 94% believed that it was effective; 84% indicated that morale had improved; and 81% thought staff performance had improved as a result of this EIA provision (see Graph 2-17).

Fifty-eight percent of the secondary principals thought this EIA provision was accomplishing its purpose; 13% said it was not; and 27% did not know. Sixty-two percent indicated the equipment purchase program was effective; 47% said morale had improved; and 51% believed staff performance had improved (see Graph 2-18).

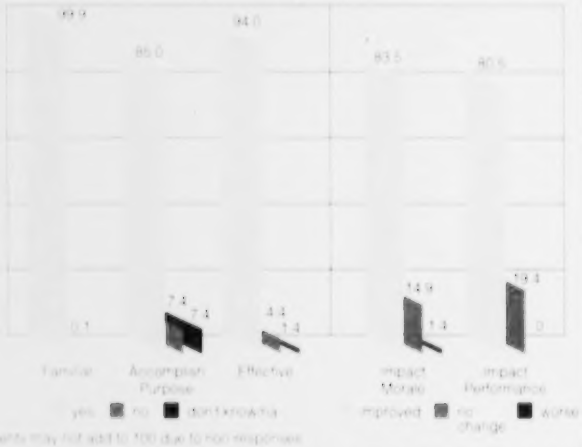
The total spent by the EIA on vocational education in 1988-89 was $3 million, the lowest amount since the legislation was passed in 1984.

Placement of Graduates

The EIA mandates that 50% of the vocational education graduates available for placement (with the exception of those in agriculture) must be placed in areas related to their training. If a vocational program fails to meet this requirement, EIA funds will no longer be provided for that program; however, the State Board of Education may waive the requirement if the school district can demonstrate that the program meets the employment needs of new and expanding businesses.

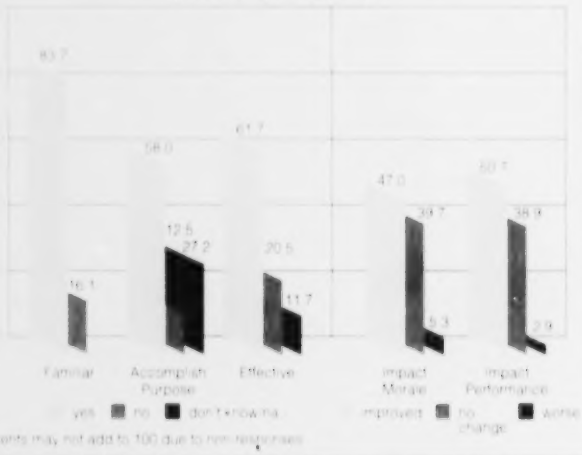
Graph 2-17

1989 Administrator Opinion Survey
Vocational Education Equipment
[Superintendents]



Graph 2-18

1989 Administrator Opinion Survey
Vocational Education Equipment
[Secondary Principals]



School districts must survey graduates of job-preparatory programs from the previous three years to determine whether they meet the 50% placement requirement.

In the last three-year placement review (1986-1987-1988), 98.6% of the courses met the EIA requirement. Tables 2-19 and 2-20 show placement figures over the three-year period by employment status and service area. Of vocational education completers, 77.7% were placed in areas related to their training; 44% of the completers were employed in related occupations, while the remainder of the completers went into the military or postsecondary education in related areas. Total placement in all areas was 94%, with unemployment at 6%.

. . . 98.6% of the vocational courses met the EIA requirement to place at least 50% of available graduates in jobs related to their training.

Table 2-19

Vocational Education Service Areas
Three-Year Placement Summary
1986-1987-1988 Completers

Service Area	Number Available for Placement	Number Placed in Area Trained	Percent Placed in Area Trained
Business	8,499	6,844	80.5
Health Occupations	1,204	969	80.5
Marketing	2,878	2,299	79.9
Occupational Home Economics	1,245	922	74.1
Trade and Industrial	14,756	11,188	75.8
State Total*	28,582	22,222	77.7

**Totals exclude agricultural students.*

Table 2-20

Three-Year Analysis of Vocational Education Placement Data
Students Placed in Related and Unrelated Areas and
Those Unemployed (1986-1987-1988 Completers)

	Total		Placed			
			Related		Unrelated	
Employment Status	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Military	1,975	6.9	1,727	6.0	248	0.9
College	4,638	16.2	3,980	13.9	658	2.3
Tec	3,811	13.3	3,499	12.2	312	1.1
Other Postsecondary	464	1.6	360	1.3	104	0.4
Employed	16,102	56.3	12,656	44.3	3,446	12.1
Total Placed	26,990	94.4	22,222	77.7	4,768	16.7
Unemployed*	1,592	5.6				
Seeking Work	914	3.2				
Not Seeking Work	678	2.4				
Total Students	28,582	100.0				

**Of those unemployed*

South Carolina Council on Vocational and Technical Education

The State Council on Vocational and Technical Education, established by the Governor's office as required by federal law, evaluates the vocational education system and makes recommendations for actions to improve its functioning. A study by the council, which was required by law to be completed by April 1986, made recommendations to the Governor's office, the General Assembly, and the State Board of Education.

Providing Programs for Handicapped Students

Continuum of Care: Services for Emotionally Handicapped Students

The purpose of the Continuum of Care is to provide special services to seriously emotionally disturbed students in order that they may better benefit from special education.

A board of directors supervises the staff of 69 people, composed of child welfare experts, case workers, and administrators, operating in five regional offices across the state.

In 1988-89, the Continuum of Care had a budget of $6.1 million to serve seriously emotionally disturbed students.

Table 2-21

Percent of Continuum of Care Clients Making Progress in Specific Behavioral Areas 1987 to 1989

Progress Indicator	1987	1988	1989
Improved behavior in school	70%	69%	64%
Fewer suspensions or expulsions	74%	75%	64%
Progress in family relationships	70%	67%	68%
Progress in peer relationships	74%	74%	72%
Less delinquency	63%	69%	69%
Increased academic achievement	60%	62%	65%

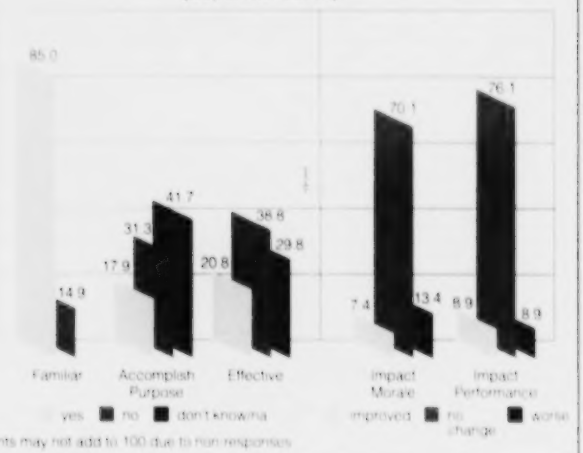
Services offered by the program include case management, therapy, family support, in-home intervention, and advocacy for other services. Funding for the program comes from the EIA and other state funds. In 1988-89, the Continuum had a budget of $6.1 million and served approximately 234 clients.

The Continuum of Care was originally established in 1983 as a pilot project in four South Carolina counties. The EIA directed the Department to contract with the Continuum for services and provided funds in 1985-86. Now a mandated program, Continuum services have been expanded statewide.

The overall goal of the Continuum of Care is to ". . . increase the social and emotional competence of each client." Yearly surveys of the staff are conducted by the Continuum to assess the progress of each client. Table 2-21 shows the responses to several survey questions concerning improvements made in the past year. The percentages given in the table represent clients who have made progress in each of the behavioral areas listed as indicators, and they are compared with survey results from the two previous years to identify trends in the data. (For example, 64% of all clients in 1989 were judged by their caseworker, psychologist, or psychiatrist as having improved behavior in school.)

Graph 2-22

1989 Administrator Opinion Survey
Continuum of Care
[Superintendents]



Although there is not sufficient information to determine whether these shifts in perception are statistically significant, it is obvious that changes occurred between 1987 and 1989.

In the 1989 Administrator Opinion Survey, 85% of the superintendents were familiar with the Continuum of Care. The superintendents' responses are shown in Graph 2-22.

On a recent survey of district superintendents, 85% were familiar with the Continuum of Care; more than 30% did not believe the program was accomplishing its purpose.

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Strengthening the Teaching and Testing of Basic Skills

Five Years Later

Improved academic performance by all of South Carolina's public school students is the overall objective of the Education Improvement Act. To that end, EIA provisions were designed to enhance the teaching of basic skills. To be promoted from one grade to the next, students must demonstrate their knowledge of mathematics and reading according to the minimum achievement standards established by the State Board of Education.

Since 1984, the percent of South Carolina students testing as "ready" for the first grade has increased. For students initially considered to be "at risk," this improvement has been most marked following their participation in kindergarten and early childhood education programs. According to matched data from one class over a four-year period, one or two years of special instruction in the early grades brought most compensatory students up to performance standards.

Beginning with the Class of 1990, all students must pass an exit examination on the basic skills of reading, mathematics, and writing in order to receive a high school diploma. Since the exit exam was first administered, performance on the exam has steadily improved. In 1989, 66.1% of first-time test-takers passed all three sections of the test, an increase of 3.3 percentage points over 1988.

Performance continued to improve on the state-developed Basic Skills Assessment Program (BSAP) tests and on the nationally normed Comprehensive Tests of Basic Skills (CTBS). In 1989, fewer students scored in the lowest quarter of the distribution on the CTBS, while more students scored in the highest quarter. On the BSAP, students meeting standards scored higher than previous students, and the number of students scoring far below the standards decreased. Improved performance has been especially evident among free and reduced-price lunch recipients, indicating that students of lower socioeconomic status are benefiting from the increased emphasis on instruction in the basic skills.

The success of remedial and compensatory programs was evidenced by large NCE gains, sizable proportions of students meeting standards after program participation, and few schools failing to meet the required gain standard. (Five mathematics programs and 12 reading programs failed to meet the required compensatory gains in 1988.) Nearly 60% of the schools having compensatory reading programs and nearly three-fourths of those with math programs maintained mean gains substantially above the standard for the three-year period 1986-88. At the same time, few compensatory programs were making yearly changes substantially below the standard; for the same period, 11 reading programs and 10 mathematics programs showed consistently small gains for three consecutive years.

Requiring the Passing of an Exit Examination for Graduation

Beginning with the Class of 1990, all South Carolina students must pass the Basic Skills Assessment Program (BSAP) exit exam in order to receive a high school diploma. Those who do not pass the exam are awarded a state certificate indicating the number of credits earned and the grades completed.

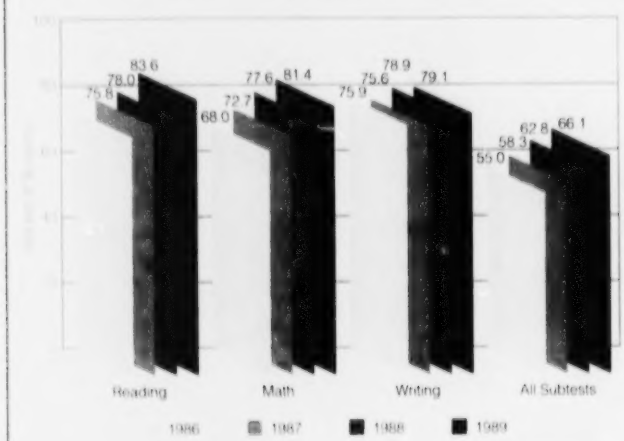
Exit Exam

The exam is first given in the tenth grade, and students are allowed four attempts to pass all three sections of the exam (reading, writing and mathematics). Of the tenth-graders taking the exam in the spring of 1989, 66.1% passed all three sections (see Graph 3-1). This pass rate for all sections on the first attempt was an increase of 3.3 percentage points over last year's rate of 62.8%. Remediation is required for students who do not pass the exit exam following each of their first three attempts.

Performance continued to improve on the state-developed Basic Skills Assessment Program tests and on the nationally normed Comprehensive Tests of Basic Skills.

Graph 3-1

Performance of Tenth-Grade Students on First Attempt to Pass Exit Exam



The gains made between 1986 and 1989 in the percentage of students meeting all the standards (first attempt) meant that an additional 4,261 students passed all three portions of the exit exam.

In 1989, 38,390 tenth-grade students took the exit exam (see Table 3-2). The gains made between 1986 and 1989 in the percentage of tenth-graders meeting all the standards (first attempt) meant that an additional 4,261 students passed all three portions of the test, an additional 4,284 students passed the reading portion, 5,125 more passed the mathematics section, and 1,222 more students met the standard in the area of writing.

For students progressing through grades ten, eleven and twelve with their peers, the proportion of students who meet the standard decreases with subsequent attempts. Graph 3-3 shows the spring 1989 performance of eleventh- and twelfth-graders taking the subtest for the second and third time.

The performance of adult education examinees is markedly lower than that of high school students on all four attempts to meet the standard on the exit exam (see Graph 3-4).

Table 3-2

Number of Tenth-Grade Students Taking the Exit Exam for the First Time

1986:	44,591
1987:	44,972
1988:	40,399
1989:	38,390

Graph 3-3

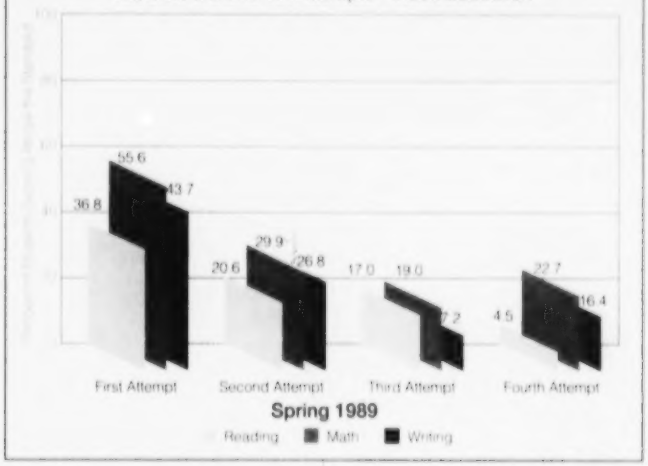
Performance of Eleventh- and Twelfth-Grade Students on Second and Third Attempts to Pass Section(s) of the Exit Exam

Spring 1989
Percent of Students Scoring Above the Standard

Graph 3-4

Performance of Adult Education Students on First and Repeated Attempts to Pass Section(s) of the Exit Exam

1st, 2nd, 3rd and 4th Attempts – Adult Education



In the 1989 Student Opinion Survey, conducted by MGT of America, Inc., South Carolina students (eleventh-graders) were asked to respond to several questions concerning the exit exam. Specifically, they were asked whether they had taken the exit exam, and if so, how well they performed. A total of 67% indicated they had passed all sections, with urban students reporting a higher pass rate (73%) than rural students (58%). Students were also asked whether or not the exit exam forced them to pay more attention to their studies. Approximately 68% of the respondents answered affirmatively, indicating that they believed that most students felt more compelled to study due to the exam. Just over 63% of the students understood that a poor performance on the exam could keep them from obtaining a diploma.

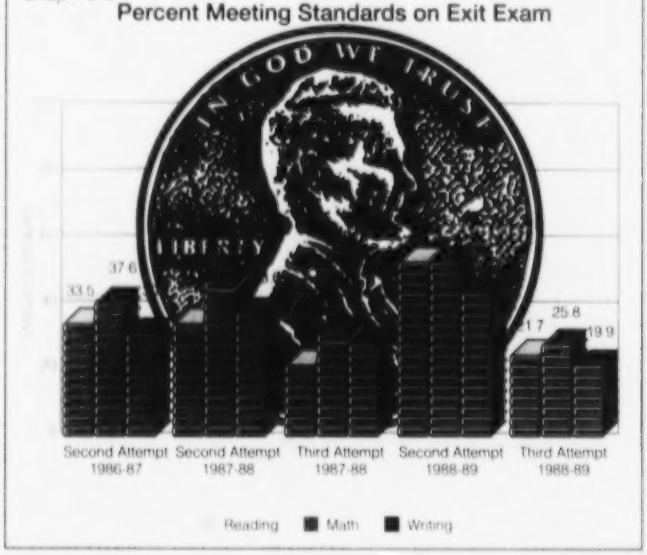
Remediation of Students Retaking the Exit Exam

Students who do not meet the standards for the reading, mathematics, or writing subtests of the exit exam must receive remediation through the EIA remedial/compensatory programs before retaking the subtest(s) on which they scored below standard. Students who had not met standards in 1986 and/or 1987 made their second or third attempt on the spring 1988 administration of the exit exam. The percentage of those meeting standards following exit exam remediation appeared to be consistent with the percentages of those meeting BSAP standards in earlier grades after participating in remedial or compensatory programs (see Graph 3-5). [Refer to the "Remedial and Compensatory Programs" section of this chapter for further discussion of this topic.] During the three years for which data are available, the

The performance of adult education examinees is markedly lower than that of high school students on all four attempts to meet the standards on the exit exam.

Graph 3-5

Percent Meeting Standards on Exit Exam



percentage meeting standards had increased each year on each subtest on both the second and third attempts.

Cumulative Exit Exam Passing Rate

What percentage of tenth-graders will eventually meet all standards on the exit exam? One method of estimating a cumulative passing rate for the Class of 1989 is described below. Given "normal" progress through grades ten, eleven and twelve, these students would have taken the exam for the first time in the spring of 1987. Those not meeting all standards could have attempted the test three more times during their high school careers: in the spring of 1988, fall of 1988 and spring of 1989. For each administration, the students who met all three subtest standards and students who did not meet all three subtest standards were tabulated. The difference between the number of students who should have retaken one or more subtests, but did not, was estimated. The cumulative passing rate was then calculated as shown in Table 3-6.

A related question is how many students who have earned the 20 units required for high school graduation will not receive a diploma because they did not meet the exit exam standard. In order to estimate the number of students who might be affected, the Department, in April 1989, sent surveys to principals of all schools having grade twelve. These principals were asked to provide information about three groups of students: (1) those students who have never attempted the exit exam; (2) those who have passed the exit exam; and (3) those who have not passed the exit exam. For students in each of these groups, the principals were asked to make judgments about whether or not the students would meet the 20-unit graduation requirement by the end of the 1988-89 school year. The survey showed that an estimated 6,381 students, or approximately 16.6% of the 1988-89 senior class, would probably meet the 20-unit requirement but not pass all three subtests of the exit exam. However, the actual percentage is expected to be lower, in the range of 10% to 12%, because students are passing the exit exam at a higher rate than in earlier years.

A 1989 survey showed that an estimated 6,381 students, or approximately 16.6% of the1988-89 senior class, would probably meet the 20-unit requirement but not pass all three subtests of the exit exam.

Table 3-6

CALCULATION OF ESTIMATED CUMULATIVE PASSING RATE FOR CLASS OF 1989

Number of initial examinees	44,972
Estimated number of students who should have retaken one or more subtests but did not	10,319
Difference	34,653
The total number of students passing all three subtests on all three attempts	29,752
Estimated cumulative passing rate	29,752/34,653=.859=85.9%

Enacting a Promotion Policy

Every school district in South Carolina has been charged by the EIA with implementing a student promotion policy which at least meets the minimum criteria established by State Board of Education regulation. Each district has reported to the State Department of Education that a promotion policy has been adopted by the district school board. Statewide implementation of the promotion provision occurred for the first time during the 1986-87 school year.

Promotion Policy

Under State Board regulation, and in accordance with the Act, promotion in grades 1-8 is based on each student's mastery of criteria in reading and mathematics. To determine mastery in each area, 25% is awarded for meeting the state testing requirement, and the remaining 75% consists of

criteria established by the district school board. Of this 100%, the State Board has stipulated that a student must achieve 70% of the criteria in reading and mathematics in order to be promoted.

The regulation allows district school boards to establish higher standards for the promotion of students. According to policies on file in the Department, 59 districts (64%) stipulated additional academic standards in their policies. Also in their policies, districts were equally divided regarding the inclusion of limits on the number of times a student could be retained. When this factor was included, districts generally considered one retention in the primary grades (1-3) and no more than two retentions in grades 1-8 to be appropriate.

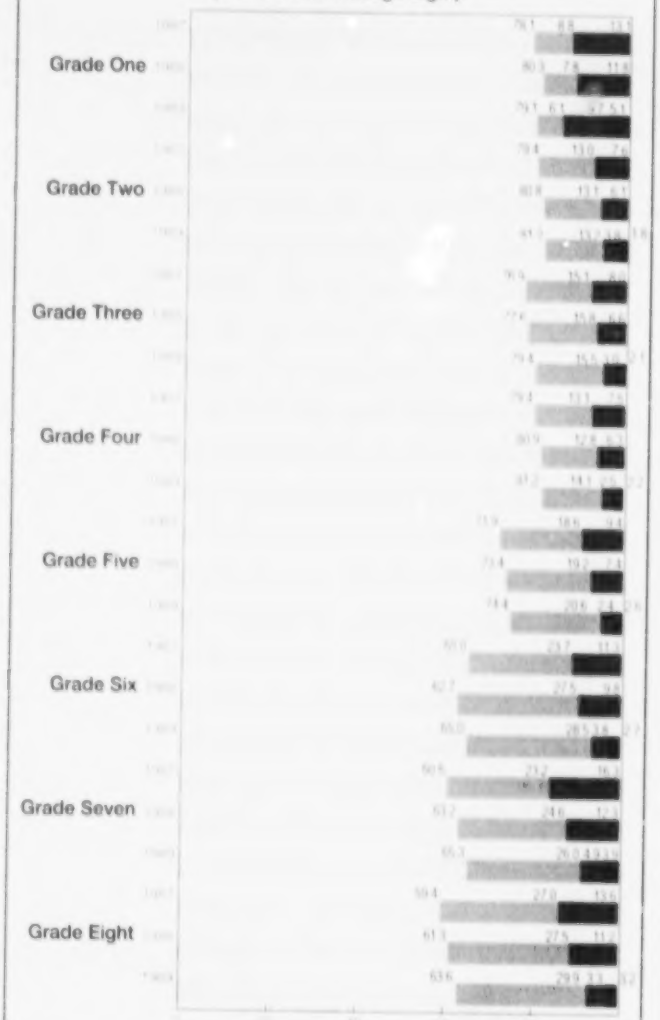
The 1988-89 school year marked the third year information was collected from the districts on the number of students promoted who failed to meet the state testing requirement. Graph 3-7 presents statewide promotion/retention data for 1987 through 1989.

For the period 1987 through 1989, the percentages of students who scored below the state testing requirement and were promoted were similar within grades. The percentages for this group decline most noticeably in grade one and show the highest increases in the higher

Graph 3-7

Statewide Promotion/Retention Data by Grade 1987-1989*

(Grades One Through Eight)


Grade One
Grade Two
Grade Three
Grade Four
Grade Five
Grade Six
Grade Seven
Grade Eight
Percent of Students Tested
Meeting the State Testing Requirement and Promoted
Scoring Below the State Testing Requirement and Promoted
Scoring Below the State Testing Requirement (Identified as Retained in 1989)
Scoring Above the State Testing Requirement and Retained, Retained Due to Absences, and Other

*In 1987 and 1988, the data collections specifically identified only those students scoring below state testing standards and promoted and those students meeting state testing standards and retained. In 1989, all students tested were accounted for, as well as promotion decisions made after summer school. This graph is a three-year picture of the data collected, but is not to be viewed as presenting comparable data over the three year span.

For the period 1987 through 1989, the percentages of students who scored below the state testing requirement and were promoted were similar within grades.

grades. Figures for 1989 include promotion decisions made after summer school, a factor that was not included in the 1987 and 1988 figures. The sharp decline for all grades in 1989 in the group scoring below the state testing requirement and retained may be due to improved data gathering techniques which can specifically identify this group as retained.

For the Class of 1996, more than 21% of South Carolina students were retained at least once during the first four years of school.

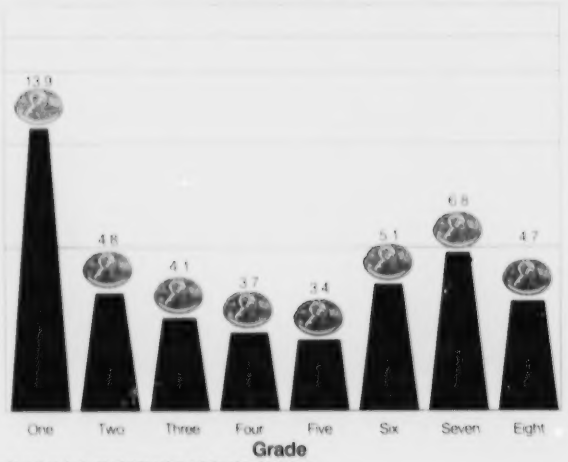
Additional data gathered for the 1988-89 school year focused on the number of students retained scoring above or below one or both standards and whether this was their first, second, or third or more retention. Graph 3-8 indicates a much higher retention rate in grade one than in the other grades.

A study of EIA remedial and compensatory programs with analyses of four years of test data, conducted by the Department's Office of Research, provides insights into the promotion/retention issue. For this study, a longitudinal data base was developed containing four years of test scores from one cohort (peer group) of students, the Class of 1996. Data for students attending the first grade in 1984-85 were matched with data for the same students for the four succeeding years. Complete data were available for 35,377 (70.9%) of the 49,854 students tested in the spring of 1985.

The grade-level pattern of students in the sample shows that 78.8% were not retained during grades one through four. Conversely, 12.6% of the students were retained after grade one, 4.2% were retained after grade two, and 4.4% after grade three. Therefore, a total of 7,502 students (21.2%) in the cohort group were not promoted sometime during their first four years of school (see Graph 3-9). [Refer to the "Remedial and Compensatory Programs" section of this chapter for further discussion of this study.]

Graph 3-8

Percent of Total Student Population Retained in Grades 1-8*



*Data do not include students retained due to absences.

Improving the Basic Skills in All Grades

The EIA emphasizes student learning in basic skills by authorizing voluntary programs for four-year-olds with readiness deficiencies. The Act further provides for remedial and compensatory programs for students who do not meet the required minimum standards of achievement in the basic skills of reading, mathematics, and writing, and for first grade readiness. The Act further provides for a Basic Skills Assessment Program science test.

The Half-Day Child Development Program for Four-Year-Olds

The Half-Day Child Development Program for Four-Year-Olds is designed to serve children who are considered to be at the greatest risk of failing in school. To be eligible for the EIA-funded program, children must reach the age of four by November 1 and have "predicted readiness deficiencies" as established by a screening procedure.

In the 1983-84 school year, 1,050 children partici-

Graph 3-9

Class of 1996 Cohort Retention Pattern

Students retained one or more times during first three grades

pated in the first class of the Half-Day Program. A follow-up evaluation of these children, now in third grade, matched their performance on the state basic skills tests to that of a randomly selected comparison group composed of students who did not participate in a public preschool program at age four. Table 3-10 shows that program students who qualify for free and reduced-price lunches performed nearly as well as did lunch-assisted comparison students. Black program students performed better than black comparison students in meeting the state reading standard and nearly as well in meeting the state mathematics standard.

An analysis of overall performance on the basic skills tests, after controlling statistically for different proportions of students in the categories of race, sex, and lunch status within the two groups, showed that the likelihood of not meeting state reading or mathematics standards was not significantly different for program and comparison students. Since program students had been determined to have a higher level of risk factors, this "no significant difference" finding indicates that the program was having the intended effect of reducing the risk of academic failure for participants.

Studies indicate the Half-Day Child Development Program for Four-Year Olds is having the intended effect of reducing the risk of academic failure for participants.

Table 3-10

Half-Day Child Development Program for Four-Year-Olds
Number and Percent of Program (Class I, 1983-84) and Comparison Students Who Met Grade 3 BSAP Reading and Mathematics Standards in 1987-88

	Reading				Mathematics			
	Program		Comparison		Program		Comparison	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total*	446	89.5	3563	92.5	446	81.6	3567	88.5
Male	205	89.3	1672	91.2	205	81.0	1676	89.1
Female	240	89.6	1880	93.7	240	82.1	1880	87.9
Black	308	88.3	1361	86.6	308	78.6	1362	79.2
Non-Black	138	92.0	2199	96.2	138	88.4	2202	94.2
Lunch-Assisted	254	87.4	1385	87.9	254	79.9	1387	81.5
Non Lunch-Assisted	181	92.8	2136	95.7	181	84.0	2138	93.2

** Subgroups do not equal total due to incomplete data.*

Table 3-11

EIA Remedial/Compensatory Programs

Statewide Average NCE Gains
1984-85, 1985-86, 1986-87, and 1987-88

Program	Statewide Average NCE Gains				Number of Students Evaluated*			
	1985	1986	1987	1988	1985	1986	1987	1988
Compensatory Reading	4.85	4.42	5.93	5.11	21,391	48,306	45,866	42,554
Compensatory Mathematics	8.91	7.92	9.01	8.73	23,036	46,834	44,716	41,031
Remedial Reading	3.34	5.42	3.78	4.15	20,078	25,536	40,498	37,570
Remedial Mathematics	6.65	5.95	5.93	4.60	20,032	27,332	45,459	41,413

** The number of students used in the evaluation is less than the number funded and served for a number of reasons:*
1. Students served in more than one district during the year were counted only once for evaluation.
2. The statewide testing program was not available for all grades.
3. Students whose pretest and posttest scores could not be matched were not included in the evaluation.

The achievement standard for compensatory and remedial programs at the school level is an average gain of 1.0 Normal Curve Equivalent (NCE) or greater. Statewide gains in 1987-88 averaged 4.15 to 8.73 NCE's.

The third class of Half-Day Program participants entered first grade in 1987-88. Their performance on the Cognitive Skills Assessment Battery, a test designed to measure readiness for first-grade activities, was compared with that of a randomly selected group of first-graders who had not participated in a public school program for four-year-olds.

Slightly higher proportions of lunch-assisted program students and black program students scored "ready" on the test when compared with the comparison students. Again, there was no significant difference between the two groups' overall performance; given the higher level of risk factors in the group of program students, this finding indicates that the Half-Day Program is having the intended effect of reducing the risk of academic failure for participants.

The program students and comparison students were also compared on their first grade BSAP test scores. In all subgroups for reading and mathematics, comparison students scored significantly higher than program students. The differences between program and comparison students were smallest for black students and for lunch-assisted students.

These comparisons of two classes of Half-Day Program participants show that, in general, lunch-assisted and black students in the program are faring as well on state readiness and basic skills tests as are lunch-assisted and black students not in the program.

Remedial and Compensatory Programs

Remedial and compensatory programs, established by the EIA, are intended to provide instruction to students who have not met minimum standards in the basic skills. Both remedial and compensatory instruction must address the South Carolina basic skills objectives, as found in the Basic Skills Assessment Program (BSAP). Earlier legislation, which established the Basic Skills Assessment Program, required that systems for the diagnosis of students' academic deficiencies be developed, that teachers

Table 3-12

EIA Remedial/Compensatory Programs

Statewide Median Pretest and Posttest Percentiles by Program
1986-87 and 1987-88

Program	Median Pretest Percentile		Median Posttest Percentile		Difference	
	1986-87	1987-88	1986-87	1987-88	1986-87	1987-88
Compensatory Reading	12	12	16	16	+4	+4
Compensatory Mathematics	12	12	20	21	+8	+9
Remedial Reading	16	17	19	20	+3	+3
Remedial Mathematics	18	21	25	25	+7	+4

Results from the most recent evaluation of remedial and compensatory programs showed that, for the fourth consecutive year, students made impressive gains.

reteach in these deficient areas, and that each student's progress be regularly assessed.

The compensatory education program serves those students with severe deficiencies in skills, knowledge, motivation, and other requisite traits which are necessary for building successful school experiences. It is primarily implemented in grades one through six, although students in grades seven through twelve may be served if funds are available. The remedial education program serves students who have not adequately mastered the skills and concepts presented through previous instruction. This program is primarily implemented in grades seven through twelve, although students in grades two through six may be served if compensatory funds are not available. The program generally provides services through special instruction during the school day, before or after school, or during the summer. The achievement standard for both programs at the school level is an average gain of 1.0 Normal Curve Equivalent (NCE[1]) or greater. If a school's compensatory program in reading or mathematics does not meet the standard for two consecutive years, it must undergo a process evaluation by the Department.

Results from the most recent evaluation of remedial and compensatory programs showed that, for the fourth consecutive year, participants made impressive gains. Table 3-11 shows that statewide gains in 1987-88 averaged 4.15 to 8.73 NCE's (the number of students evaluated in each program is also shown in Table 3-11). Another way of looking at student gains is by comparing median pretest and posttest percentiles, which showed increases ranging from three to nine percentile points in 1987-88 (see Table 3-12).

[1] *Normal Curve Equivalents (NCE scores) are converted percentile scores, but, unlike percentile scores, NCE scores form an equal-interval scale. NCE scores can be mathematically manipulated, allowing their use for the calculation of average gain scores. To the layman, the yearly change in NCE scores may be best understood as indicating a rate of growth. A change of zero is the normal, expected rate of growth, not lack of progress. Any positive number indicates accelerated growth whereas any negative number represents a slower rate of growth than expected.*

Table 3-13

EIA Remedial/Compensatory Programs

Percentages (Number) of Students Meeting BSAP Standard or Its Equivalent in 1988 After Not Meeting Standard in 1987

Grade	Compensatory Reading		Compensatory Mathematics		Remedial Reading		Remedial Mathematics	
1	64.9%	(8,699)	70.3%	(8,952)	NA		NA	
2	52.2%	(1,697)	75.1%	(2,722)	NA		NA	
3	47.5%	(1,920)	59.2%	(2,418)	NA		NA	
4	43.6%	(1,584)	71.6%	(3,712)	NA		NA	
5	24.5%	(1,123)	47.1%	(1,752)	NA		NA	
6	36.9%	(2,446)	29.2%	(1,422)	NA		NA	
7	28.0%	(290)	38.3%	(515)	26.8%	(1,408)	35.1%	(2,536)
8	42.9%	(289)	36.2%	(243)	34.3%	(2,437)	30.5%	(2,143)
9	42.4%	(56)	32.0%	(54)	29.1%	(2,571)	29.4%	(2,742)
10	16.7%	(5)	36.1%	(13)	33.1%	(2,553)	37.0%	(3,095)
Total	48.4%	(18,109)	59.8%	(21,803)	31.0%	(8,969)	32.9%	(10,516)

Notes:
Grade 11 data have not been included because Grade 11 CTBS scores comparable to the BSAP standard have not been determined.
For grade 1, the pretest is the CSAB readiness test and the posttest is the Grade 1 BSAP test.

Approximately one-half of the compensatory students met the testing standards in 1988 after having not met them in 1987.

Table 3-13 shows the percent and number of students who met a standard in 1988 after not meeting it in 1987. More than half of the compensatory mathematics participants met the BSAP standard or its equivalent in 1988 after having not met it in 1987. And, almost half of the compensatory reading participants met the BSAP standard or its equivalent in 1988 after failing to meet it in 1987. About one-third of the remedial mathematics and reading participants (32.9% and 31.0%, respectively) met the standard in 1988 after failing to meet it in 1987.

Table 3-13 also shows that a higher proportion of compensatory participants in the lower grade levels met the standard after participation in the program than did remedial program participants in the higher grades. It should also be noted that compensatory programs are required tc serve students on a daily basis, whereas remedial programs are not required to do so.

Evaluation of Remedial and Compensatory Programs

The EIA requires that compensatory programs be evaluated at the school level and that each school's compensatory reading and mathematics programs must achieve a gain of at least 1.0 NCE in at least one year of a consecutive two-year period. If this gain is not met, the program must undergo a process evaluation. In addition to the results of this legally required evaluation, the findings of a study of remedial and compensatory

programs contracted by the EIA Select Committee to the Educational Policy Center, University of South Carolina, are also reported in this section.

To evaluate whether schools are gaining the required 1.0 NCE in a two-year period, the Department annually matches individual student data from all schools having programs for the two consecutive years in question. For the years 1986-87 and 1987-88, a total of 17 schools failed to meet the 1.0 NCE standard--12 schools had average compensatory reading gains of less than 1.0 NCE in both of the years evaluated, and five schools had average compensatory mathematics gains of less than 1.0 NCE in both years in the previous two-year period. Tables 3-14 and 3-15 show the frequencies of school average NCE gains in reading and mathematics for the 1986-87 and 1987-88 school years.

Tables 3-14 and 3-15 show that school compensatory programs tended to remain in the same category from the 1986-87 school year to the 1987-88 school year. For example, 54.3% of the reading score gains remained in the same category, while in math gains, 73.4% remained in the same category. Extreme variability of NCE gains (that is, less than 1.0 gain and more than 4.0 NCE gains in two consecutive years) was shown in only 9.2% of the math programs and 12.6% of the reading programs.

Table 3-14

Frequencies of School Compensatory Reading Program Gains for 1986-87 and 1987-88 School Years

School Average NCE Gains for 1986-87	School Average NCE Gains for 1987-88: Less than 1.0		At least 1.0 but less than 4.0		4.0 or more	
Less than 1.0	12	(1.6%)*	28	(3.7%)	59	(7.8%)
At least 1.0 but less than 4.0	13	(1.7%)	53	(7.0%)	131	(17.4%)
4.0 or more	36	(4.8%)	78	(10.3%)	345	(45.7%)

** Percentages represent the proportion of the 755 schools which had programs evaluated for both years.*

Table 3-15

Frequencies of School Compensatory Mathematics Program Gains for 1986-87 and 1987-88 School Years

School Average NCE Gains for 1986-87	School Average NCE Gains for 1987-88: Less than 1.0		At least 1.0 but less than 4.0		4.0 or more	
Less than 1.0	5	(0.7%)*	10	(1.3%)	47	(6.2%)
At least 1.0 but less than 4.0	8	(1.1%)	12	(1.6%)	65	(8.6%)
4.0 or more	23	(3.0%)	48	(6.4%)	537	(71.1%)

** Percentages represent the proportion of the 755 schools which had programs evaluated for both years.*

The program evaluation funded by the EIA Select Committee addressed four primary areas concerning remedial and compensatory programs. They included the program's relation to the total instructional program, the effectiveness of different models of delivery, other differences associated with program effectiveness, and cost effectiveness.

Major findings reported included the following:

- The percentages of students participating in remedial and compensatory programs increase in the upper grades.
- Once students are placed in remedial/compensatory programs, they tend to remain throughout their academic careers (become "lifers").

For the years 1986-87 and 1987-88, a total of 17 schools failed to meet the 1.0 NCE gain standard for the compensatory reading and math programs.

- Remedial and compensatory programs are less effective in Chapter I schools than in non-Chapter I schools.
- Of the four different models of delivery, the alternate class model was reported to be the most effective.
- In the upper grades, program effectiveness is primarily related to the difficulty of classwork assignments given to students.
- The cost effectiveness of various models of delivery is indeterminate.

Schools are showing a consistency in meeting gain standards for compensatory and remedial programs--a situation which must be viewed as positive.

The Department's Office of Research is currently analyzing participation data for remedial and compensatory students which may provide further insight into these findings. The study described in the "Longitudinal Study of Class of 1996 Cohort: Compensatory Programs" section in this chapter presents evidence that few elementary students become "lifers" in compensatory programs. A similar study scheduled for completion in early 1990 will examine the participation patterns of the 1984-85 sixth graders for the five-year period through 1988-89 at which time most of them were in grade ten. The finding of the study that the alternate classroom model was most effective, based upon a sample of eight schools, of which two were observed, may be explored further utilizing the Department's existing data bases. Two findings, the level of effectiveness in Chapter I schools and the relation between the difficulty of classwork assignments and program effectiveness, were consistent with known correlates of achievement.

Table 3-16

EIA Remedial/Compensatory Programs

Percent of Schools with Mean NCE Gains of 2.0 or Greater for Two or Three Consecutive Years 1986, 1987, 1988

	Two-Year Periods		Three-Year Period
	1986 to 1987	1987 to 1988	1986 to 1987 to 1988
Compensatory Reading[1]	64.1	66.4	56.7
Compensatory Mathematics[1]	79.8	83.5	74.0
Remedial Reading[2]	66.1	62.1	55.7
Remedial Mathematics[2]	79.3	75.9	66.7

[1] Based on 744 schools with compensatory programs for all three years.
[2] Based on 381 schools with remedial programs for all three years.

Consistency of School Gains from Year to Year

Since remedial and compensatory programs have been in existence for several years, it is time to ask whether or not gains at the school level are stable from year to year. That is, do certain schools have relatively high mean NCE gains over several years, and do others have relatively low mean NCE gains from year to year? The data in Tables 3-14 and 3-15 do show consistency, but only for the school years 1986-87 and 1987-88 and only for compensatory programs.

In order to examine the consistency of school mean gains in remedial and compensatory programs, an analysis of data for three consecutive years was undertaken. School mean NCE gains for 1986, 1987, and 1988 were categorized. Tables 3-16 and 3-17 present these tabulated data for mean school gains of 2.0 NCE points or greater and for mean school gains of less than 2.0 NCE points. Each school's position for each year was also determined.

The data in Table 3-16 show that, for those schools with mean gains of 2.0 NCE points or higher, there is considerable year-to-year consistency. The two-year

Table 3-17

EIA Remedial/Compensatory Programs

Percent of Schools with Mean NCE Gains of Less than 2.0 for Two or Three Consecutive Years 1986, 1987, 1988

	Two-Year Periods		Three-Year Period
	1986 to 1987	1987 to 1988	1986 to 1987 to 1988
Compensatory Reading[1]	4.7	3.9	1.5
Compensatory Mathematics[1]	2.8	1.7	1.3
Remedial Reading[2]	5.0	5.3	1.6
Remedial Mathematics[2]	3.9	2.1	1.3

[1] *Based on 744 schools with compensatory programs for all three years.*
[2] *Based on 381 schools with remedial programs for all three years.*

"consistencies" for remedial and compensatory reading range from 62.1% to 66.4%, while those for remedial and compensatory mathematics range from 75.9% to 83.5%. The three-year figures are expectedly lower--56.7% and 55.7% for compensatory and remedial reading, respectively; and 74.0% and 66.7% for compensatory and remedial mathematics, respectively.

Few schools have mean NCE gains of 2.0 or less for two- and three-year periods. The two-year consistencies range from 1.7% for compensatory mathematics to 5.3% for remedial reading. The three-year figures range from 1.3% to 1.6%.

These consistency findings must be seen as positive. Most schools (as many as 74% for compensatory mathematics) sustain mean NCE gains of 2.0 points or higher for three consecutive years. And, few schools have mean gains lower than 2.0 NCE points for two years (from 1.7% to 5.3%) or three years (from 1.3% to 1.6%).

Longitudinal Study of Class of 1996 Cohort: Compensatory Programs

The process of matching students' test scores for purposes of evaluating remedial and compensatory programs has been in operation since 1984-85, and four years of matched data are now available. These data make it possible to conduct longitudinal analyses of the impact of the programs on participants. In order to carry out such analyses, the Department's Office of Research developed a longitudinal data base with data from one group of students, the Class of 1996. These students were attending first grade in the 1984-85 school year and would be expected to graduate from high school in 1996 if they followed a "typical" path through school.

Test data for students attending first grade in 1984-85 were matched with their test data in 1986, 1987, and 1988. Complete data for all four years were available for 35,377 (70.9%) of the 49,854 students tested in the spring of 1985. There were some differences between the longitudinal study sample and the entire

Most schools have sustained mean NCE gains of 2.0 points or higher for three consecutive years.

Table 3-18

EIA Compensatory Program Participation by Year, 1985-88 Class of 1996 Cohort

	Number (%) Participation			
Year	Reading		Mathematics	
1985	5,679	(16.1%)	5,942	(16.8%)
1986	6,120	(17.3%)	5,333	(15.1%)
1987	5,309	(15.0%)	5,537	(15.7%)
1988	4,224	(11.9%)	5,333	(15.1%)

The number of students who participated in compensatory programs declined from 1985 to 1988.

Class of 1996 cohort, but the study sample consisted of the majority of the students in the cohort and contained a large proportion of lower-achieving students and students from lower socioeconomic groups. It should, therefore, be appropriate for the analysis of the impact of the EIA compensatory program. Tables 3-18 through 3-22 present data for this group from several different perspectives.

Table 3-18 shows the number and percent of the Class of 1996 cohort who participated each school year in reading and mathematics compensatory programs. Table 3-19 shows the total number of years of participation in these programs, from no participation (0) to participation in all four years of school.

Because about 29% of the students in the cohort were not matched, some conclusions must remain tentative. However, certain trends appear unmistakable. The data in Table 3-18 suggest that the number and percent of the cohort students who participated in compensatory programs declined from 1985 to 1988. The percent of students in reading declined from 16.1% in 1985 to 11.9% in 1988; the percent in mathematics also declined but not as much (from 16.8% in 1985 to 15.1% in 1988). Table 3-19 shows that the majority

Table 3-19

EIA Compensatory Programs
Total Years of Participation, 1985-1988
Class of 1996 Cohort

Years Participating	Number (%) Participation			
	Reading		Mathematics	
0 (never participated)	22,792	(64.4)	21,817	(61.7)
1	6,389	(18.1)	7,314	(20.7)
2	4,064	(11.5)	4,244	(12.0)
3	1,714	(4.8)	1,665	(4.7)
4	418	(1.2)	337	(1.0)
Total	35,377	(100.0)	35,377	(100.0)

Table 3-20

Participation Patterns in EIA Compensatory Programs, 1985-1988
Class of 1996 Cohort
Reading

Number of Years Participating	Pattern of Participation	Number of Students	Percent
0		22,792	64.4
1	Year 1 (1984-85)	2,239	6.3
	Year 2 (1985-86)	1,800	5.1
	Year 3 (1986-87)	1,393	3.9
	Year 4 (1987-88)	957	2.7
2	Years 1 and 2	1,291	3.6
	Years 2 and 3	809	2.3
	Years 3 and 4	906	2.6
	Years 1 and 3	308	0.9
	Years 2 and 4	419	1.2
	Years 1 and 4	331	0.9
3	Years 1, 2, and 3	521	1.5
	Years 2, 3, and 4	623	1.8
	Years 1, 3, and 4	331	0.9
	Years 1, 2, and 4	239	0.7
4	Years 1, 2, 3, and 4	418	1.2
Total		35,377	100.0

Table 3-21

Participation Patterns in EIA Compensatory Programs, 1985-1988
Class of 1996 Cohort
Mathematics

Number of Years Participating	Pattern of Participation	Number of Students	Percent
0		21,817	61.7
1	Year 1	2,180	6.2
	Year 2	1,471	4.2
	Year 3	1,843	5.2
	Year 4	1,820	5.1
2	Years 1 and 2	1,185	3.3
	Years 2 and 3	634	1.8
	Years 3 and 4	964	2.7
	Years 1 and 3	481	1.4
	Years 2 and 4	477	1.3
	Years 1 and 4	503	1.4
3	Years 1, 2, and 3	433	1.2
	Years 2, 3, and 4	409	1.2
	Years 1, 3, and 4	436	1.2
	Years 1, 2, and 4	387	1.1
4	Years 1, 2, 3, and 4	337	1.0
Total		35,377	100.0

of the cohort students never participated in a compensatory program and that few students participated in a compensatory program for more than two years.

Tables 3-20 and 3-21 contain information regarding the participation patterns in EIA compensatory reading and math programs. In particular, they demonstrate all possible patterns of participation for the Class of 1996 cohort based upon the number of years the students were in the program and the school years in which they took part. For example, of those students participating in a compensatory reading program for one year, 6.3% did so in 1985, 5.1% in 1986, 3.9% in 1987, and 2.7% in 1988.

Concern has been expressed that students tend to move out of compensatory programs ("test out") only to return in subsequent years after not meeting a standard. These data seem to indicate that this is not the usual pattern of participation.

Concern has been expressed that students tend to move out of compensatory programs only to return in subsequent years after not meeting a standard. Data seem to indicate that this is not the usual pattern.

Tables 3-20 and 3-21 also show that students were more likely to attend a reading or math compensatory program in the first or second grade than in the third or fourth grade. Slightly more than 1% (418) of these students remained in the compensatory reading program for their first four years of school, and 1% (337) of the students remained in the compensatory math program for their first four years of school.

Those students who attended a compensatory program for two or more years were more likely to attend in consecutive years rather than in nonconsecutive years (see Table 3-22).

Table 3-22

Comparisons of Numbers of Students Attending Remedial and Compensatory Programs for Two or More Consecutive and Nonconsecutive Years

	Two or More Consecutive Years	Two or More Nonconsecutive Years
Reading		
Number	4,568	1,628
Percent	73.7%	26.3%
Math		
Number	3,962	2,284
Percent	63.4%	36.6%

Table 3-23

EIA Remedial/Compensatory Programs
Funding and Service Summary, 1984-89

	1984-85	1985-86	1986-87	1987-88	1988-89
Total Number of Units*	395,841	395,196	353,203	341,605	301,930
Total Funded:					
Compensatory	85,738	129,097	115,532	111,815	98,770
Remedial	168,414	107,253	119,181	123,355	143,385
Total Not Funded (Remedial)	141,689	158,846	118,490	106,435	59,775
Total Funds Allocated (in millions)	$61.8	$56.8	$56.8	$57.8	$58.5

** Since the same student may be eligible for remediation in reading, mathematics and writing, the number of times students may be served is referred to as "units." Therefore, the number of units will exceed the number of students.*

There has been a decline in the number of students eligible for remedial and compensatory programs since 1984. This decline would be expected due to the general increase in test scores.

In reading, 73.7% of the participants attended for two or more consecutive years, while 26.3% of the students attended for two or more nonconsecutive years. In mathematics, 63.4% of the participants attended for two or more consecutive years, while 36.6% of the students attended for two or more nonconsecutive years.

Eligibility and Funding Patterns

Total remedial/compensatory funding has remained relatively constant for the past four years, while inflation has driven up the required expenditures per student, thus reducing the number of students who can be served. In addition, in past years, the funding has not been adequate to serve all students in reading, mathematics and writing who needed remedial/compensatory assistance; therefore, the budget requests have not been reduced despite the fewer number of eligible students. Table 3-23 provides greater detail on program funding.

While funding has remained relatively consistent since 1984-85, there have been some noteworthy changes in funding and participation patterns.

- The total number of units eligible for remedial/compensatory programs has decreased since 1985-86. There has been a 23.7% decline in the number of units eligible for EIA remedial/compensatory instruction from 1984-85 to 1988-89. This decline in remedial/compensatory enrollment would be expected due to the general increase in test scores across all levels of students.
- Of those eligible, the proportion of compensatory students has decreased since 1985-86.
- From 1984-85 to 1988-89, there has been a decline of 57.8% in the total number of students whose test scores indicated a need for remedial instruction but who were not funded.

In 1984-85, the EIA specified funding priorities to better serve those students needing remediation. Of the top six priorities selected, the highest (Level One) included students in grades one through six scoring in the lowest quarter, and the lowest level (Level Six) included those students in grades seven through ten who scored above the lowest quarter but were below standard on the BSAP.

Historically, priority six has never been funded. In 1987-88, a new priority was established: students who had not met the standard on the exit exam. Students scoring below the standard

on the exit exam, most of whom would have been priority six in 1984 through 1986, shifted from priority six to priority one, with all other priorities shifting accordingly. Students now receiving remediation for not meeting standards on the exit exam include many of those eligible who have never before received remediation due to limited funding.

Adjustment in Instructional Time

As a part of the EIA, the Department was authorized to adjust the Defined Minimum Program to provide for increased instructional time in a particular basic skill. It was expected that increased instructional time would allow for more teaching and thus better performance by students in the classroom.

Foreign Language and Diploma Requirements

The EIA stipulates that no commission or agency of the state is to require any school in South Carolina to make the completion of foreign language courses a stipulation for obtaining a high school diploma.

BSAP Exam in Science

The EIA identifies science as a basic skill and requires the Department to establish statewide educational objectives in science for grades one through eight, including minimum standards of achievement for grades three, six, and eight. As part of the Basic Skills Assessment Program, tests to measure student achievement in science are being developed and field-tested for statewide administration in these three grades.

Other Indicators of Improving Basic Skills

Cognitive Skills Assessment Battery (CSAB)

The Cognitive Skills Assessment Battery (CSAB) is a test designed to measure student readiness to begin first-grade studies. In the fall of 1988, 74.8% of the 56,600 children tested as "ready" for first-grade activities. This marks a slight decline from the fall of 1987, when 75.2% tested as "ready." However, the 1988 figure marks an increase from 1984, when 72.4% tested as "ready." In 1988, a larger percentage of whites (84%) met the standard than blacks (63.7%), and those who received no assistance for school lunch had a higher percentage meeting the standard (84.8%) than did the reduced-lunch group (72.9%) and the free-lunch group (61.4%). There was little change from 1987, when 84.9% of the no-lunch assistance group met the standard, as opposed to 74.6% of the reduced group and 62.2% of the free group.

In general, a large majority of the students tested were "ready" for first grade. However, a sizable proportion (about 25%) still were not performing at the minimum level necessary to enter first grade. In addition, a great disparity continues to exist between the scores of black students and white students and among the various levels of lunch assistance. This disparity may indicate the need for continued emphasis on the school performance of lower income and minority children.

Basic Skills Assessment Program (BSAP)

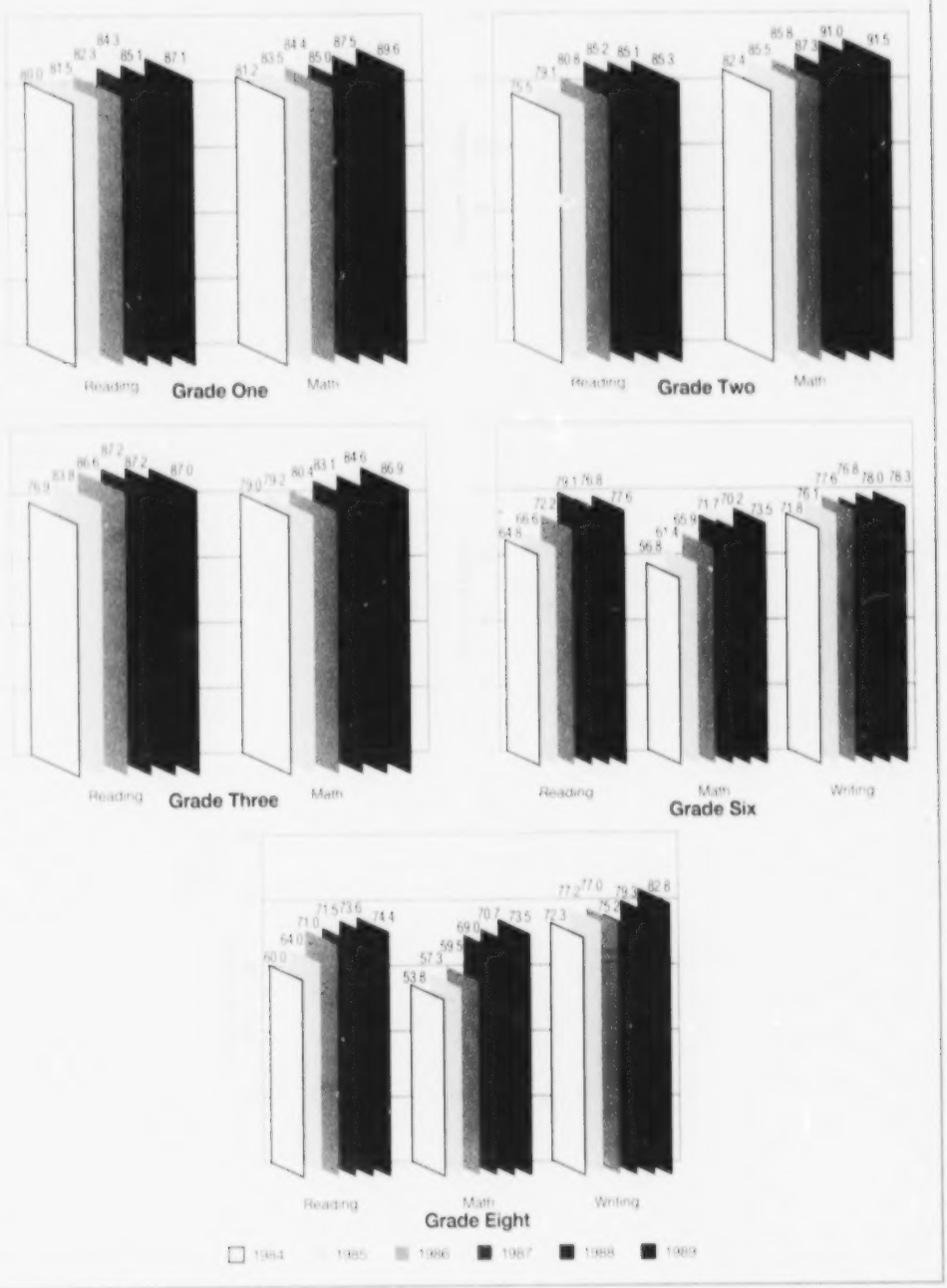
In 1979, the Basic Skills Assessment Act mandated a state testing program to measure student mastery of certain skills against standards set specifically for South Carolina students. By identifying student deficiencies in mathematics, reading, and writing, the instruction of students can then be aimed at overcoming these difficulties. Because of technical reasons, BSAP results cannot be compared across grades or among skill areas within a grade. Comparisons can be made, however, within a grade level and skill area over time.

Results of the 1989 BSAP showed that in all instances except one (the proportion of third-graders meeting the reading standard dropped slightly, from 87.2% last year to 87% for 1989) test scores were up from last year. In most instances the proportion of students meeting

In the fall of 1988, 74.8% of the children tested as "ready" for first-grade activities.

Graph 3-24

Basic Skills Assessment Program Test Performance, 1984 - 89
Grades 1, 2, 3, 6, and 8



In 1989, student performance on the Basic Skills Assessment Program (BSAP) tests showed improvement in all areas for all five grades except grade three reading.

Table 3-25

Basic Skills Assessment Program
Percent and Number of Students Meeting/Not Meeting
Both Reading and Mathematics Standards[1]
1981 to 1988

	Percent in +R+M[2]			Percent in -R-M[3]		
Grade	**1981**	**1984**	**1988**	**1981**	**1984**	**1988**
1	59.6	73.2	80.5	21.2	12.0	7.8
2	54.4	69.7	81.0	23.3	11.8	4.9
3	52.7	68.6	77.8	23.8	12.7	9.9
6	40.3	49.5	63.1	38.0	27.7	15.8
8	36.5	45.7	61.8	42.7	31.7	17.3

	Number in +R+M			Number in -R-M		
Grade	**1981**	**1984**	**1988**	**1981**	**1984**	**1988**
1	28,245	36,304	43,951	10,069	5,967	4,256
2	24,728	29,698	39,565	10,620	5,008	2,367
3	24,743	29,402	36,352	11,192	6,437	2,732
6	18,764	23,015	27,342	17,672	12,891	6,866
8	17,024	21,530	27,368	19,947	14,931	7,667

[1] Percent in +R+M means the percent of students meeting reading and mathematics standards.
Percent in -R-M means the percent of students not meeting reading and mathematics standards.

More students and higher proportions of students met BSAP standards in both reading and mathematics in 1988 than in 1981.

BSAP standards was not markedly higher than last year, perhaps due to the already high performance levels on these tests.

Analysis of the 1988-89 test results showed that:

- For grades one, two and three, the proportion of students meeting BSAP standards in reading and mathematics was high -- ranging from 85.3% to 91.5% (see Graph 3-24).
- Grade six mathematics performance increased 3.3 percentage points from 70.2% in 1988 to 73.5% in 1989 (see Graph 3-24).
- Grade eight students gained 2.8 percentage points (from 70.7% to 73.5% meeting the standard) in mathematics and 3.5 percentage points (from 79.3% to 82.8%) in writing (see Graph 3-24).
- The performance of tenth-grade students taking the exit exam for the first time continued to improve over previous tenth-grade classes with an increase of 5.6 percentage points in reading, 3.8 in mathematics, 0.2 in writing, and 3.3 percentage points (from 62.8% to 66.1%) for all subtests (see Graph 3-1 on page 40).

Graph 3-24 shows BSAP test performance for grades one, two, three, six, and eight from 1984 to 1989. Graph 3-1 shows the performance of tenth-grade students on the BSAP exit exam (first attempt) for 1986 to 1989.

Students Meeting/Not Meeting Both Standards

Student success on basic skills tests can be better understood by examining BSAP scores in greater detail. The following analyses are from a study conducted by the Division of Public Accountability in 1989 and an earlier study conducted by the University of South Carolina. The earlier study examined BSAP performance for the period 1981 to 1985, and the later study looked at BSAP performance from 1985 to 1989.

The studies examined two related aspects of BSAP performance: (1) the number and percent of students who

Fewer students and lower proportions of students did not meet both reading and mathematics BSAP standards in 1988 than in 1981.

met or who did not meet BSAP standards in both reading and mathematics; and (2) within those two groups of students, the number and percent scoring above and below the standard by a specified margin—in this instance, two standard errors of measurement (SEM). Table 3-25 shows the percentages and numbers of students in grades one, two, three, six, and eight who met (+R+M) and who did not meet (-R-M) BSAP standards in both reading and mathematics for the years 1981, 1984, and 1988.

As shown in Table 3-25, more students and higher proportions of students (percentages of the total number of students tested) met both BSAP standards in 1988 than in 1981. Also, fewer students and lower proportions of students failed to meet both standards in 1988 than in 1981.

Further insight can be gained into changes in BSAP performance over time by analyzing the performance of students within the +R+M and -R-M groups. By using the standard error of measurement (SEM), it is possible to express how far above or below the BSAP standard a specific score lies. For example, a student scoring one SEM above a standard on a test would have met the standard but would have done less well than another student scoring two SEM's above the standard. And, a student scoring two SEM's below a standard would have done less well on the test than a student scoring one SEM below the standard, although neither student would have met the standard.

The lightly shaded bars in Graph 3-26 show the total numbers of students in the +R+M groups (above the zero line) and the -R-M groups (below the zero line) for the specified grades and years. The medium and darkly shaded bars represent the number of students scoring two or more SEM's above the reading and mathematics standards (above the line) and two or more SEM's below the reading and mathematics standards (below the line). The medium and darkly shaded bars do not include students scoring within two SEM's of the standards, but the lightly shaded bars do.

For example, the grade one display shows that, in 1981, approximately 28,000 students met both reading and mathematics standards (lightly shaded bar above the zero line). Of these 28,000 students, 23,000 exceeded the reading standard by two or more SEM's (medium shaded bar above the zero line) and 10,000 exceeded the mathematics standard by two or more SEM's (darkly shaded bar above the zero line). In like manner, the bars below the zero line show that, in 1981, approximately 10,000 first-graders did not meet either the reading or mathematics standard; among these, 5,000 scored two or more SEM's below the reading standard and 5,500 scored two or more SEM's below the mathematics standard (see Graph 3-26).

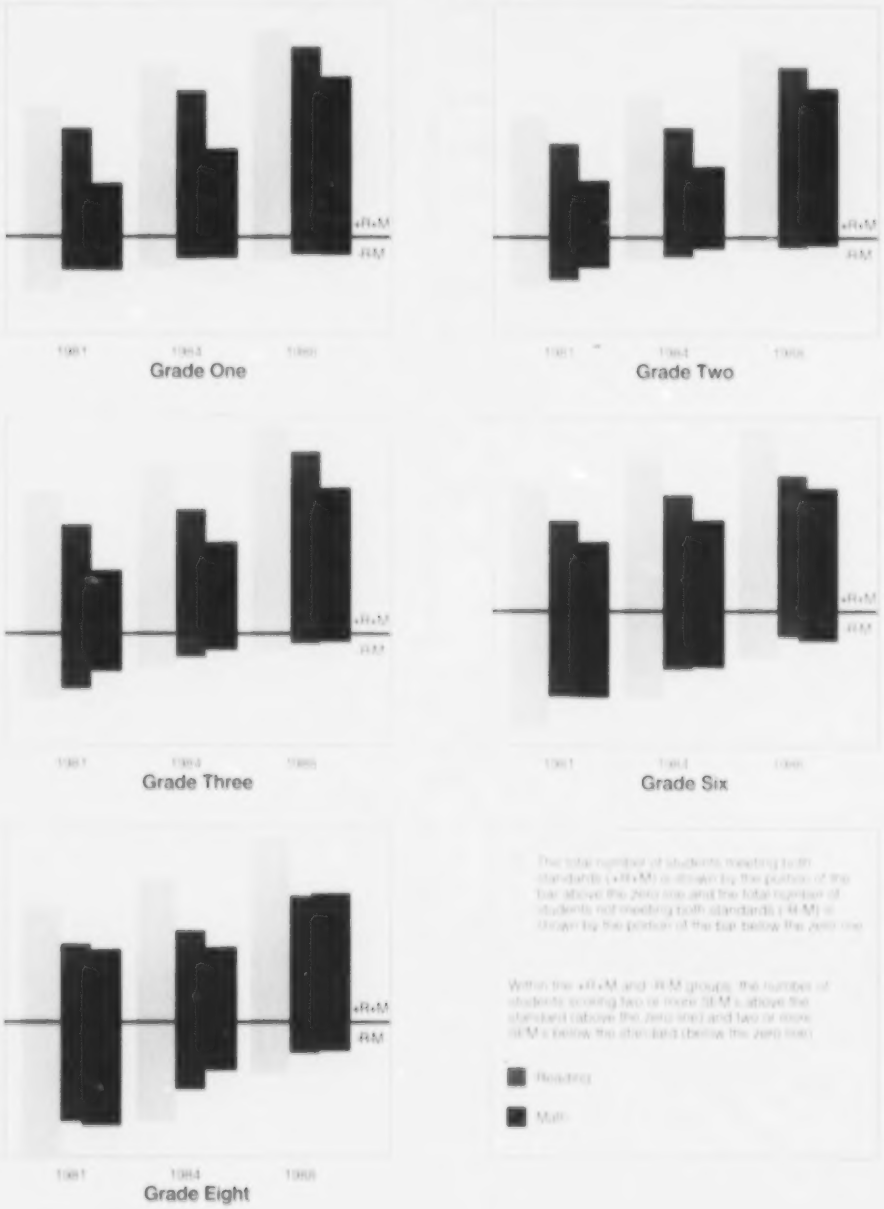
Has there been an increase in the number of students meeting both reading and mathematics standards? If more students are meeting both standards, are there also changes in the numbers of students scoring at the extremes, either very high or very low? The data in Graph 3-26 answer these two questions concerning the success of the BSAP remedial/compensatory programs. First, the numbers and proportions of students meeting both reading and mathematics BSAP standards increased at all grade levels. Second, the number of students in the high-scoring group increased in both reading and mathematics and at all grade levels. Third, the number of students in the low-scoring group decreased in both reading and mathematics and at all grade levels.

Comprehensive Tests of Basic Skills (CTBS)

As a nationally normed, standardized test, the CTBS permits the performance of South Carolina's students to

Graph 3-26

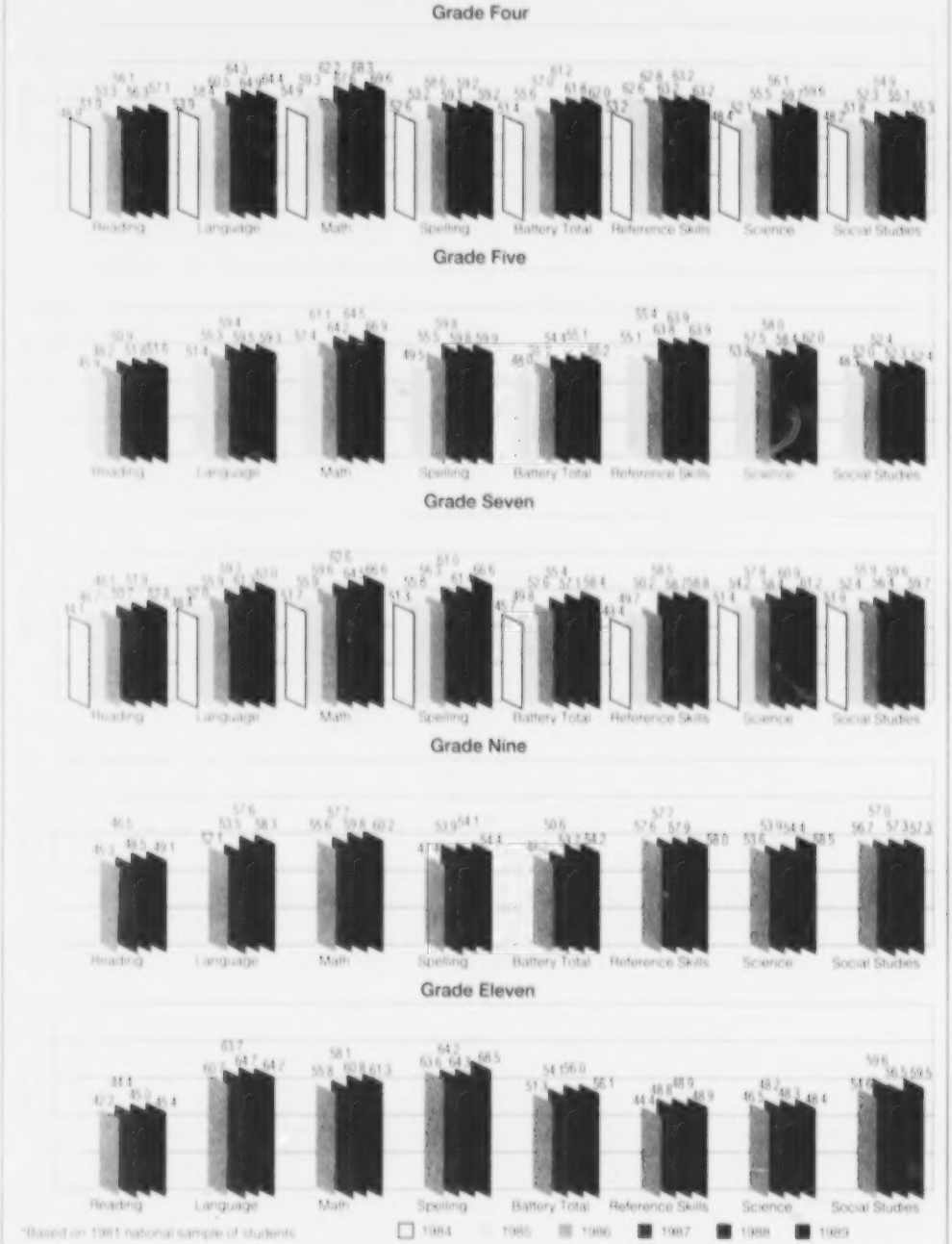
Basic Skills Assessment Program
Number of Students Meeting/Not Meeting Reading and Math Standards
by Two SEM's or More



The numbers and proportions of students meeting both reading and mathematics BSAP standards increased at all grade levels.

Graph 3-27

Comprehensive Tests of Basic Skills
National Median Percentiles, 1984-1989
Grades 4, 5, 7, 9, and 11



Student performance on the Comprehensive Tests of Basic Skills (CTBS) has improved substantially in all areas for all five grades tested since 1984.

be compared with that of a national sample of students in seven skill areas. The test also allows the examination of student performance over time, as well as the comparison of different groups of students at a particular grade level. The national sample of students, or "norming group," was obtained in 1981.

Student performance on the CTBS has improved substantially in all areas for all five grades tested since 1984. Between 1988 and 1989, large gains in mathematics were reported for all grades tested with the CTBS, with similar increases in spelling in all grades except grade four.

Over the past year, gains have generally been stable, with noteworthy increases in scores (of one percentage point or more) in certain grades and skill areas. These were in the following grades and skill areas: grade four, mathematics; grade five, mathematics and science; grade seven, reading, spelling, language, and mathematics; grade nine, science; and grade eleven, spelling and social studies. Graph 3-27 shows CTBS performance for grades four, five, seven, nine, and eleven for the years students were tested from 1984 through 1989. The graph shows CTBS median national percentile scores for all tested grades. Half of the students tested scored *above* the percentile shown on the graph.

To obtain a more complete picture of the changes occurring in the test performance of the state's students, data are examined in more detail. The following sections examine changes in achievement based on peer performance, the distribution of South Carolina students by quarters, socioeconomic status, race, and sex.

Peer Performance

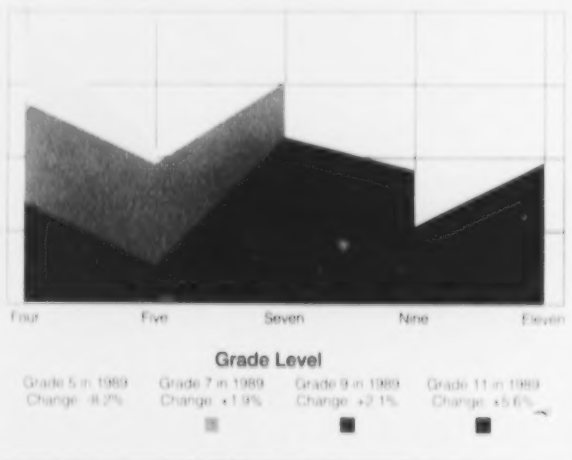
Comparing test results of the same group of students at different grade levels is a useful way to analyze changes in these students' performance over time. The data show that 1989 CTBS performance of students in grades seven, nine, and eleven is superior to their performance in previous grades. Fifth-grade students in 1989 did less well on the CTBS than they did as fourth-graders in 1988. This trend appears to be true for every group of fourth- and fifth-grade students who have taken the test in the last five years (see Graph 3-28).

In general, over the last four years, South Carolina's students have improved their peer performance in each grade other than from four to five. In other words, as classes of students progress through school, larger percentages are scoring above the national norm. For example, in 1989, a higher percentage of seventh-graders scored above the norm in math, spelling, language, reading, science, and social studies than they did as fourth-graders in 1986.

Between 1988 and 1989, large gains in mathematics were reported for all grades tested with the CTBS.

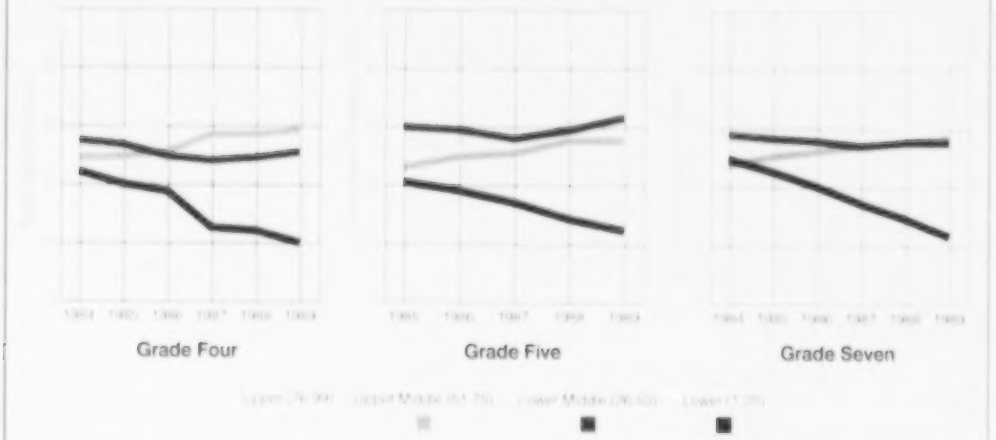
Graph 3-28

CTBS Peer Group Performance
Battery Total



Graph 3-29

Changes in CTBS Distribution
Grades 4, 5 and 7 – Battery Total



As classes of students progress through school, larger percentages of students are scoring above the national norm on the CTBS.

A larger percentage of ninth-grade students in 1989 scored above the national norm than they did as fourth-graders in 1984 in five of seven areas: spelling, language, mathematics, science, and social studies. Similarly, a larger percentage of eleventh-grade students in 1989 scored above the national norm than they did as seventh-graders in 1985 in five of seven areas: spelling, language, mathematics, reference skills, and social studies.

Changes in the Distribution

South Carolina students continued to move out of the bottom quarter in all skill areas and for all grades tested, as demonstrated by the distribution of students within each quarter of the national distribution on the CTBS. If South Carolina students had performed on the test as did the 1981 norming group, then 25% of the students would be in each quarter of the distribution. On battery total, the percentage of the state's seventh-grade students in the bottom quarter was less than 13% in 1989, down from 25% in 1984. At the same time, the seventh-grade students in the top quarter increased to over 30%; 22% were in this quarter in 1984. The 1989 results continued the pattern seen in earlier years, with a general "shift" of students upward from the bottom to the top two quarters of the national distribution (see Graph 3-29).

Performance by Lunch Program Recipients

Students of lower socioeconomic status, as measured by participation in the free and reduced-price lunch programs, have not performed as well historically on the CTBS as other children. An analysis of lunch program recipients in selected grades shows that between 1988 and 1989, the gains made by free and reduced-price lunch recipients were larger than those of non-recipients in grades five and seven, while in grade four only reduced-price recipients outgained non-recipients. The gap between non-recipients and free-lunch recipients narrowed slightly for grades five and seven (0.3 and 1.1 percentage points, respectively), while increasing slightly for grade four (0.2 percentage point). While the performance gap between non-recipient students and free-lunch recipients has narrowed over the last five years, the differences remained large--32.8, 36.3, and 35.5 percentage points for grades four, five, and seven, respectively (see Graph 3-30).

Performance by Race and Sex

Graph 3-31 shows performance of students by race on the CTBS battery total. In all grades since testing began, the gap between black and white students has narrowed, and the percentage point gains of black students have been greater than those of white students.

For example, between 1984 and 1989, the proportion of fourth-grade black students scoring above the national norm increased from 32.2% to 46.9%, a gain of 14.7 percentage points; white students gained 11.2 percentage points, from 65.2% to 76.4%. During the same period, black seventh-graders gained 18.0 percentage points (from 23.3% to 41.3% above the average), while white students gained 12.3 percentage points (from 60.7% to 73.0% above the average).

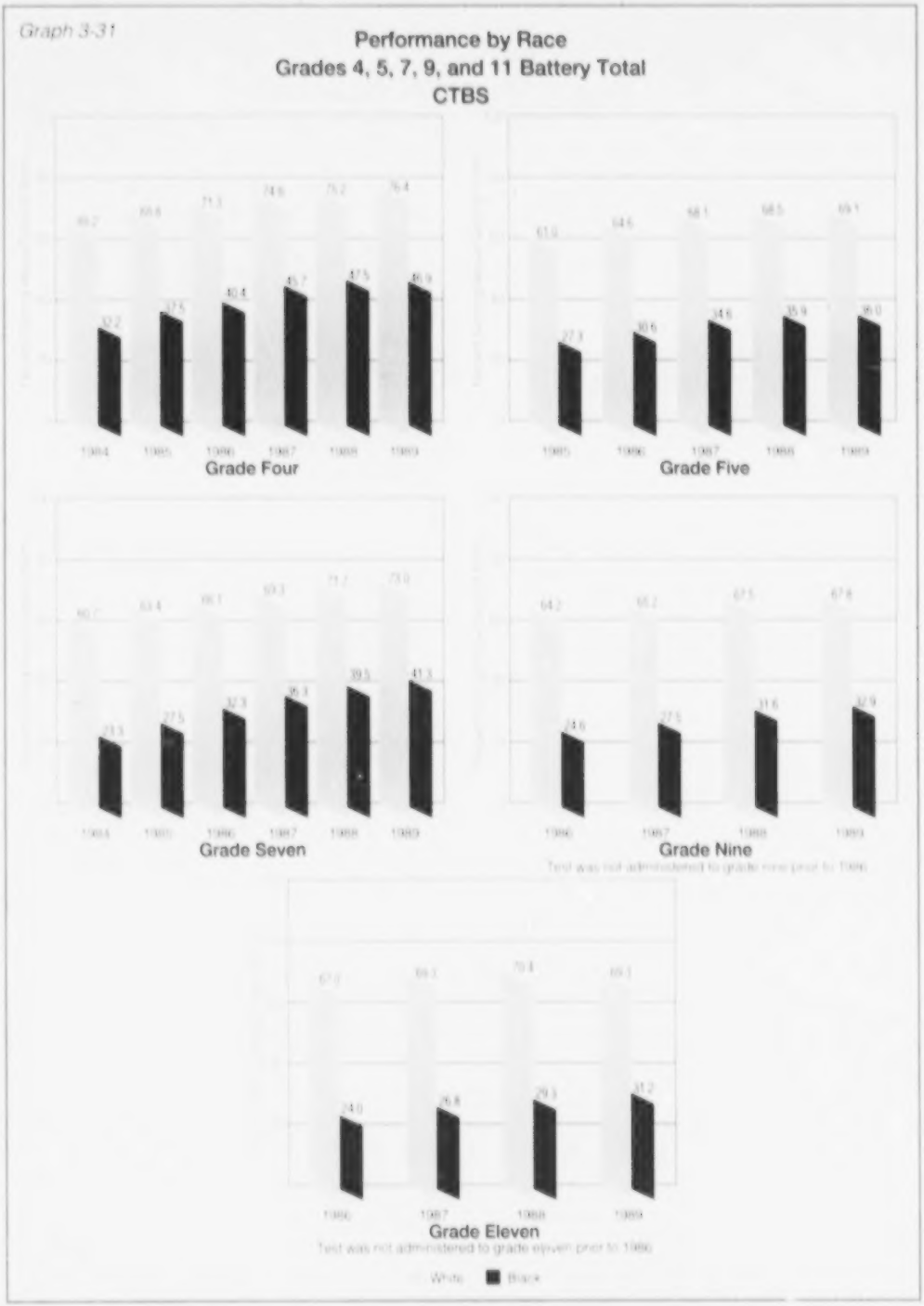
An examination of the performance of males and females on the CTBS battery total in 1989 showed a greater percentage of females than males scoring above the national norm in all grades tested. The differences ranged from 7.5 percentage points (58.5% to 51.0%) in grade eleven to 10.3 percentage points (65.7% to 55.4%) in grade seven. The differences between males and females have remained relatively constant over the past four years (see Graph 3-32).

South Carolina students continued to move out of the bottom quarter in all skill areas and for all grades tested with the CTBS with a general "shift" of students upward from the bottom to the top of the national distribution.

Graph 3-30

Performance by Lunch Program Recipients
Grades 4, 5 and 7 – Battery Total

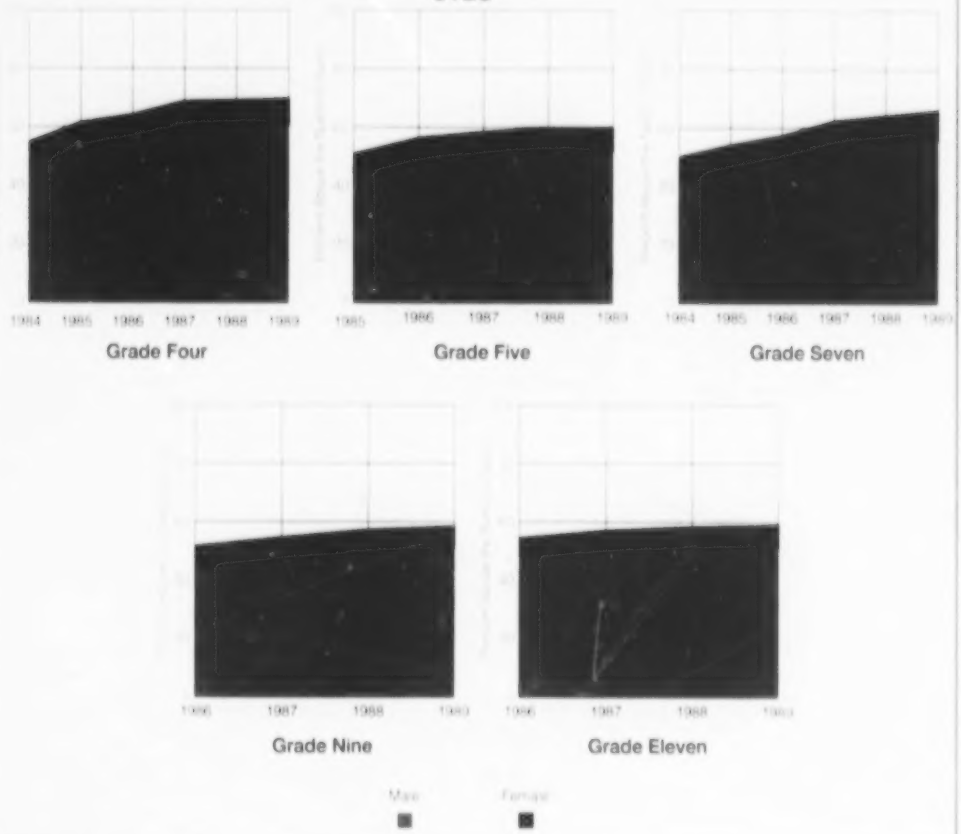
Graph 3-31



Since CTBS testing began, the gap between black and white students has narrowed in all grades.

Graph 3-32

Performance by Sex
Grades 4, 5, 7, 9, and 11 – Battery Total
CTBS



In 1989, a greater percentage of females than males scored above the national norm in all grades tested with the CTBS.

Alcohol and Drug Abuse in Schools

The EIA mandates that public schools provide assistance in curbing alcohol and drug abuse. Specifically, the South Carolina Commission on Alcohol and Drug Abuse was charged with establishing a program for intervention, prevention, and treatment services for students in the state's public schools.

South Carolina Commission on Alcohol and Drug Abuse to Establish Program

In response to the EIA mandate, the South Carolina Commission on Alcohol and Drug Abuse expanded the School Intervention Program (ScIP) in 1984-85. The Commission provided the staff and other support necessary for the schools to administer the program and disbursed the funds as well.

ScIP utilized a variety of treatment approaches designed to prevent substance abuse among students. The EIA provided $612,511 in 1988-89 to ScIP. Currently, the program is in place in all 91 school districts in South Carolina.

ScIP programs in all districts follow a similar schedule of developing a system of care for students with drug or alcohol problems. First, the district and

In 1988-89, 49.3% of the new student enrollees successfully completed the School Intervention Program (ScIP) which is designed to prevent substance abuse among students.

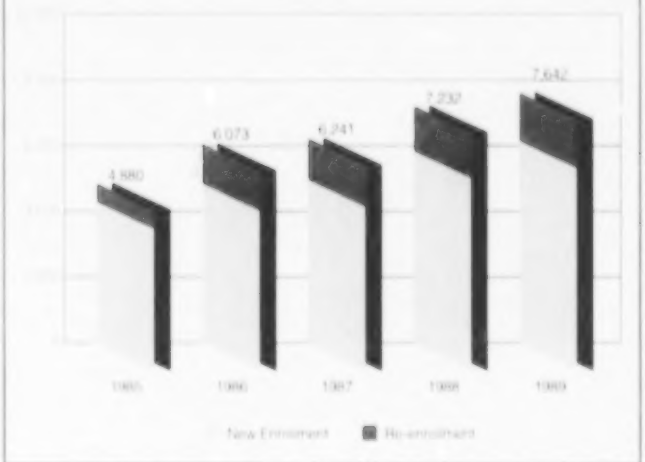
the county drug/alcohol abuse authority jointly develop a policy. Key personnel in the district are then provided information regarding substance abuse and the services that ScIP offers in their district. Students identified by school personnel as having drug/alcohol problems are assessed by trained professionals. During participation in the program, students' progress is monitored by ScIP staff, and a reassessment is conducted upon completion of the program. Follow-up data are relayed to the original referral--the school system in most cases --and post-service care is provided to students.

The total number of ScIP participants for 1985 to 1989, including both new enrollees and total number served for each year, is shown in Graph 3-33.

For the past four years, the percentage of repeaters/holdovers remained fairly constant at 19.5%. In 1988-89, 49.3% of the new enrollees successfully completed ScIP. The remaining students were unable to complete the program or were discharged for administrative reasons.

Graph 3-33

School Intervention Program (ScIP) Enrollment 1985-1989



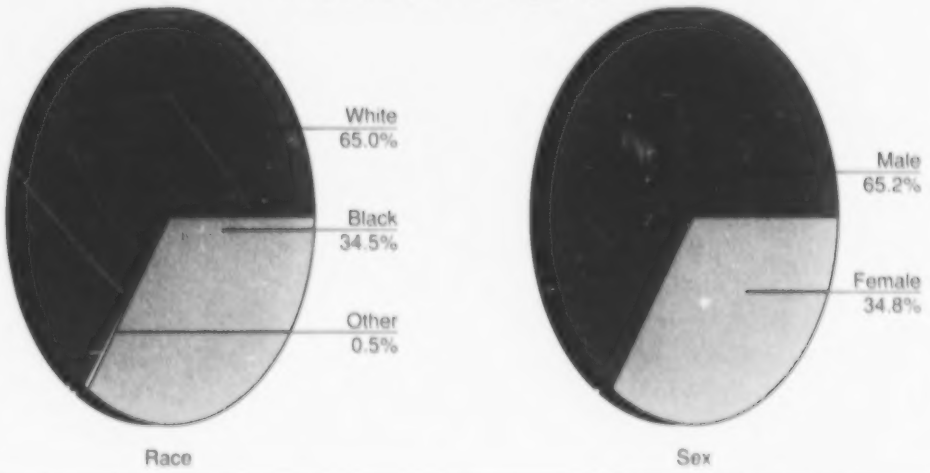
Graph 3-34 shows the percentage of students receiving services from the program by race and sex. The percentages of black and white students served are somewhat different from the overall ethnic breakdown of the state's student population (white 58%, black 41%).

In the 1989 Administrator Opinion Survey, 92% of superintendents and school principals, excluding elementary principals, were familiar with ScIP. The views of these administrators are shown in Graph 3-35. Elementary principals were excluded from this analysis because the program focuses on secondary schools.

In assessing the success of ScIP in carrying out its mission, several factors can be cited. First of all, the rate of repeaters/holdovers has remained constant for the last three years. Secondly, a higher percentage of students successfully completed the program in 1988-89 than in any year since 1984-85, except in 1987-88 for which data are not available. On the other hand, the incidence of unsuccesssful completions/dropouts increased between 1986-87 and 1988-89.

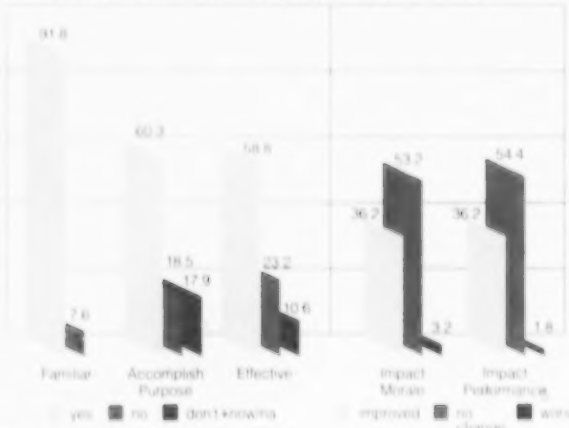
Graph 3-34

Percentage of Students Receiving Services by Race and Sex
School Intervention Program (ScIP)



Graph 3-35

1989 Administrator Opinion Survey
School Intervention Program (ScIP)
[Superintendents/All Principals Except Elementary]



Percents may not add to 100 due to non-responses.

Pupil-Teacher Ratios

In order to receive remediation funds, the EIA mandates that school districts having a student population exceeding 9,000 must maintain specified pupil-teacher ratios in each language arts and mathematics class in grades seven through twelve. The pupil-teacher ratio was not to exceed 30:1 in 1984-85, 28:1 in 1985-86, and 25:1 in 1986-87 and thereafter.

Pupil-Teacher Ratio Reduction

This provision has not been implemented. The Attorney General's Opinion on June 30, 1986, stated that, since no funds were appropriated to implement this section, the required pupil-teacher ratio reduction was deemed to be inoperable until state funding was provided.

Funds have not been appropriated to reduce pupil-teacher ratios as required by the EIA.

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IV

Elevating the Teaching Profession by Strengthening Teacher Training, Evaluation, and Compensation

The continued improvement in South Carolina's educational system depends upon attracting and retaining qualified, dedicated individuals in the teaching profession.

Five Years Later

The continued improvement in South Carolina's educational system depends upon attracting and retaining qualified, dedicated individuals in the teaching profession. To attain this objective, the Education Improvement Act mandated raising and maintaining teacher salaries at the Southeastern average, strengthening educational standards and recruitment programs for future teachers, and establishing evaluation and incentive programs for existing staff. According to the 1989 Teacher Opinion Survey, approximately 80% of the teachers indicated an improvement in the quality of education. Salary raises, in-service training programs, tuition grants and loans, and conditional certification were perceived positively by teachers.

South Carolina, along with Connecticut, has led the nation with the same percentage increase of teacher salaries. For three consecutive years, teacher salaries in this state have met or surpassed the Southeastern average. The number of recipients from the loan program for prospective teachers in areas of critical need increased by over 700% since 1985, but less than half of the graduates were repaying the loans by teaching. The conditional teaching certification program, which permits persons holding a bachelor's degree in critical subject areas to teach while pursuing certification through an alternate route, issued 338 certificates between 1984 and 1989. Of all the EIA programs listed in the 1989 Teacher Opinion Survey, the requirement for teacher in-service training was perceived by the most respondents (48%) as having positively affected their teaching. Of the teachers aware of Pathways, a project to provide computers and software for schools, 53.8% reported receiving a direct benefit from it, and 67.4% of the administrators reported this program was accomplishing its purpose.

In 1988-89, the Teacher Incentive Program was in its first year of statewide implementation. This program received a 99% awareness rate on the 1989 Teacher Opinion Survey--the highest awareness rate of any EIA program among teachers. Teacher reaction to the program was mixed, with participants in the program generally responding more favorably than non-participants. Participants in the program do not believe that the majority of superior teachers were participating in the program.

Increasing the Number of Highly Qualified Persons Entering the Teaching Profession

The EIA recognizes the importance of the teacher in the learning process and provides for programs to enhance the teaching profession in the state. In this section, the EIA requires the State Board of Education and the Commission on Higher Education to adopt guidelines to emphasize teaching in secondary schools and colleges. The Act further provides for a teacher loan program and also for a conditional teaching certificate for eligible individuals.

Secondary Schools and the Governor's Schools to Emphasize Teaching

The EIA requires the State Board of Education to adopt guidelines so that secondary schools emphasize teaching as a career opportunity. The Governor's Schools also are to emphasize the importance of the teaching profession. The State Department of Education has developed brochures to assist districts in meeting the State Board guidelines and has provided brochures to the Governor's Schools.

Colleges to Emphasize Teaching According to Guidelines Adopted by the Commission on Higher Education

The EIA requires the Commission on Higher Education to adopt guidelines so that public-supported colleges and universities emphasize teaching as a career opportunity. The Commission adopted these guidelines in the fall of 1985.

The EIA established a loan program for in-state students intending to become teachers in areas of critical need. As of June 30, 1989, 42% were repaying their loans by teaching, but 46% never taught and were repaying their loans through cash payments.

Loans to Teachers in Areas of Critical Need

In accordance with the EIA, the Commission on Higher Education, in consultation with the Department and the South Carolina Student Loan Corporation, established a loan program for in-state students attending higher education institutions with the intent of becoming certified teachers in areas of critical need. The number of loan recipients increased by 1,036, or over 700%, between 1985 and 1989. During 1989, 1,185 state residents attending 26 in-state institutions and eight individuals enrolled at out-of-state institutions received loans. See Tables 4-1 and 4-2 for five-year statistics on the number of loans by class level of recipient and by critical need area.

Program impact can be measured by the number of individuals repaying their loans by teaching. Since the beginning of the program in 1985, 847 recipients reached repayment/cancellation status on their loans as of June 30, 1989. Of this number, 42% (355 recipients) were repaying their loans by teaching; 12% (101 recipients) repaid a portion of their loans by teaching but were currently making cash payments; and 46% (391 recipients) never taught and were repaying their loans through cash payments.

In December 1988, a survey was conducted by the South Carolina Student Loan Corporation to determine: (1) why enrolled students who previously borrowed funds had not applied for renewal of the loan, and (2) why those individuals who were no longer students were not eligible for cancellation of their loans by teaching in an area of critical need. A total of 790 questionnaires were mailed to loan recipients and 364 (46%) were returned. Of the 790 questionnaires, 285 were mailed to students who were currently enrolled (154 or 54% were returned), and 505 were mailed to loan recipients no longer enrolled (210 or 42% were returned). The major reason given for those students who were still enrolled but did not renew their loans related to grades. A 2.75 grade point average is required for loan renewal beyond the freshman year, and a 3.5 grade point average is required for graduate students. The second most prevalent reason given was that the

Table 4-1

Teacher Loan Program
Loans by Class Level of Recipient
1984-85 to 1988-89

Class Level	1984-85	1985-86	1986-87	1987-88	1988-89
Non-Degree	–	6	1	–	–
Freshman	7	15	190	230	262
Sophomore	22	35	97	97	121
Junior	36	81	160	190	279
Senior	56	83	194	220	328
Postbaccalaureate	6	26	39	38	23
Graduate	30	104	196	184	180
Total	157	350	877	959	1,193

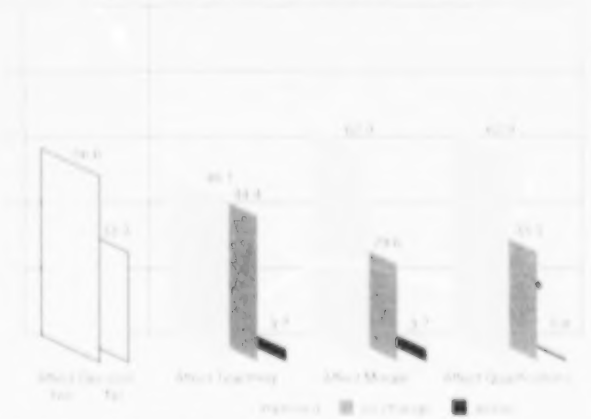
Table 4-2

Teacher Loan Program
Loans by Critical Need Area
1984-85 to 1988-89

Area	1984-85	1985-86	1986-87	1987-88	1988-89
Mathematics	31	63	164	147	216
Science	13	31	78	72	92
Media Specialist: Library Science	–	–	41	32	64
Special Education	–	–	103	59	109
Foreign Language	–	–	–	12	48
Total	44	94	386	322	519

Graph 4-3

1989 Teacher Opinion Survey
Teacher Loan Program
[Of teachers receiving direct benefit (3.5%)]



loan recipient did not take the Education Entrance Exam. [Refer to the "Basic Skills Exam Required for Prospective Education Majors" section in this chapter for further discussion of this exam.]

Those loan recipients who do not teach in an area of critical need cannot have their loans cancelled by teaching. Based on the survey responses from loan recipients no longer enrolled, approximately 14%, or 30 individuals, indicated that they had decided not to teach; 14% responded they were not teaching because they could not get a job in a critical area; 34%, or 71, indicated they were teaching but not in a critical area; and 13%, or 27, responded that they were not teaching because of illness, pregnancy, or graduate school but that they may teach at a later date.

In the 1989 Teacher Opinion Survey, 27 respondents indicated they received direct benefit from the Teacher Loan Program. Graph 4-3 reflects their responses.

Financial information for the Teacher Loan Program is shown in Table 4-4.

Conditional Teaching Certificates

In compliance with the EIA, the issuance of conditional teaching certificates was designed to bring new teachers into subject-matter areas which, due to a shortage of teachers, the State Board of Education deemed "critical." Conditional certificates may be issued to persons who hold a bachelor's degree in a designated subject and who have passed the NTE in their subject area. Conditional certificates may be renewed annually for up to three years, provided the holder makes satisfactory progress toward completion of a teacher certification program prescribed by the State

On a recent survey, 63% of the teachers benefitting from the Teacher Loan Program said the program had improved morale and teacher qualifications.

Table 4-4

Teacher Loan Program
Initial Projections and Expenditures

Fiscal Year	1984-85	1985-86	1986-87	1987-88	1988-89
Initial Projections	$1.5	$2.5	$3.5	$4.5	$4.5
Expenditures (in millions)	$0.3* 157 loans	$1.0* 437 loans	$1.8* 877 loans	$2.3* 969 loans	$2.9* 1,193 loans

**Appropriation was $1.5 million in 1985, $2.5 million in 1986, $2.5 million in 1987, $2.3 million in 1988, and $3.0 million in 1989.*

Board. This program provides an alternative for professionals who wish to become qualified to teach in their areas of expertise (for example, an engineer teaching math or a pharmacist teaching chemistry) without having to pursue a degree in education. Table 4-5 shows the number of conditional certificates issued for the first five years of this program.

For 1988-89, the State Board of Education defined rural areas and subject matter areas--mathematics, science, media specialist (librarian), foreign languages, and special education--as critical need areas. In 1988-89, 37 conditional teaching certificates were issued, about the same number as last year, which represented 1% of all initial certificates and 2% of initial certificates in critical need areas. [Refer to the "Certification and Experience" section in this chapter for further discussion of trends in certification.]

For the first time since 1985-86, the number of initial certificates issued to teachers in South Carolina increased.

Table 4-5

Conditional Teaching Certificates Issued*
1984-85 to 1988-89

Subject Area	1984-85	1985-86	1986-87	1987-88	1988-89
Mathematics	27	34	25	15	15
Middle School Science	–	1	–	0	0
Science	21	66	18	14	9
General Science	–	8	5	–	–
Biology	10	24	8	4	–
Biology, General Science	–	–	–	–	2
Chemistry	4	6	–	1	–
Physics	1	1	3	–	–
Media Specialist	–	–	4	1	1
Foreign Language	–	–	–	–	10
Special Education	–	–	–	–	–
Total	63	140	63	35	37

* *Teachers can be certified in more than one critical need area. The yearly totals reflect newly issued certificates each year and do not include renewals.*

Other Indicators of Qualified Individuals Going into Teaching

Certification

For the first time since 1985-86, the number of initial certificates issued to teachers in South Carolina increased. In 1988-89, 3,647 initial certificates were issued, an 11.3% increase from the number issued in 1987-88 (see Table 4-6). The total number of certifications (including initial and add-on) increased by 7.3%, from 6,871 in 1987-88 to 7,376 in 1988-89 (see Table 4-7).

Table 4-8 shows the number of certifications in each critical need area and the number of certifications

Table 4-6

Initial Certification of Teachers
1983-84 to 1988-89

Undergraduate Degree	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89
In-State Number	1,907	1,594	2,053	2,166	1,776	1,914
Percent	57.7	49.6	52.8	60.7	54.2	52.5
Out-of-State Number	1,400	1,620	1,838	1,403	1,501	1,733
Percent	42.3	50.4	47.2	39.3	45.8	47.5
Total	3,307	3,214	3,891	3,569	3,277	3,647

Table 4-7

Teacher Certification by Subject Areas*
(Initial and Add-on Certification)
1984-85 to 1988-89

	Number of Certifications				
Subject Area	**1984-85**	**1985-86**	**1986-87**	**1987-88**	**1988-89**
Early Childhood	604	786	612	651	660
Elementary	1,210	1,623	2,010	1,642	1,770
English/Language Arts	345	430	386	387	395
Reading	83	119	121	98	110
Foreign Language	64	98	104	129	126
Mathematics	248	347	379	302	279
Science	368	514	396	348	370
Social Studies	310	487	519	445	444
Vocational Education	319	497	263	304	340
Fine Arts	233	406	302	306	284
Physical Education	190	280	256	223	249
Driver Training	22	19	39	38	30
Special Education	827	1,028	910	858	881
Counselor/Psychologist	161	335	319	260	368
Media Specialist	61	75	82	104	104
Administration	313	498	666	604	815
Business Education	–	–	159	125	140
Social Worker	–	–	–	–	11
Others	–	–	14	47	–
Total	5,358	7,542	7,536	6,871	7,376

** Some teachers hold certification in more than one area; thus, the totals reflect the number of certifications and not the number of teachers certified. Add-on certification totals were not maintained prior to 1984-85.*

. . . the number of certifications issued in critical need areas did not keep pace with the number of certifications issued for all subject areas.

as a percentage of total certifications. The total number of critical need area certifications increased from 1,568 in 1984-85 to 1,760 in 1988-89, a 12.2% increase. At the same time, however, the total number of certifications issued for all subject areas rose from 5,358 to 7,376, an increase of 37.7%. Consequently, since the passage of the EIA in 1984, the number of certifications issued in critical need areas did not keep pace with the number of certifications issued for all subject areas.

Table 4-8

Critical Need Area Certifications
as a Percent of Total Certifications Issued
(Initial and Add-on Certification)
1984-85 to 1988-89

Critical Need Area	**1984-85**	**1988-89**
Foreign Language	64	126
Mathematics	248	279
Science	368	370
Special Education	827	881
Media Specialist	61	104
Total	1,568	1,760
Percent	29.3%	23.9%

Reported another way, 29.3% of all certifications issued in 1984-85 were in critical need areas, while that percentage fell to 23.9% in 1988-89. These figures

suggest that teacher shortages in the critical need areas may have become even more severe.

According to the 1989 Teacher Opinion Survey, 72 respondents indicated they received direct benefit from the Critical Need Certification Program. Graph 4-9 reflects their responses.

Data suggest that teacher shortages in critical need areas may have become even more severe.

A program designed to provide training for teachers leading to recertification in critical need areas is supported with EIA funds. Grants are awarded to school districts to arrange for teacher courses in these areas.

This program encourages specially designed course offerings in mathematics, science, reading, and computer education for teachers in grades one through twelve. Courses are provided at college campuses or school districts. The program began in 1983, and in 1988, the source of funding was shifted from the General Fund to the EIA. The funding level was $900,000 in 1988-89 and has been increased to $1,000,000 for 1989-90. During 1988-89, a total of 166 courses were offered to approximately 4,000 teachers representing all school districts in the state. No data are available on the numbers of recertifications resulting from this program.

Graph 4-9

1989 Teacher Opinion Survey
Critical Need Certification
[Of teachers receiving direct benefit (9.5%)]

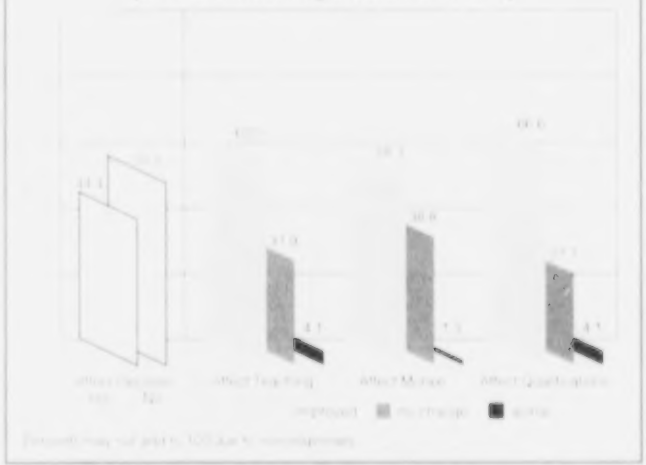


Table 4-10 shows the number of courses offered by subject area and the funding provided to support the program for 1988-89.

South Carolina Center for Teacher Recruitment

The South Carolina Center for Teacher Recruitment is a combined effort by the General Assembly, public and private institutions, and public schools to recruit additional academically talented teachers. Since the Center became fully operational in February 1986, programs have been devel-

Table 4-10

Recertification Course Offerings for Teachers in Critical Need Areas 1988-89

Number of Courses	Critical Need Area	Amount	Percent of Total
38	Mathematics	$223,110	25%
25	Science	$150,730	17%
54	Reading	$228,440	32%
49	Computer Education	$237,720	26%
Total 166		$840,000	100%

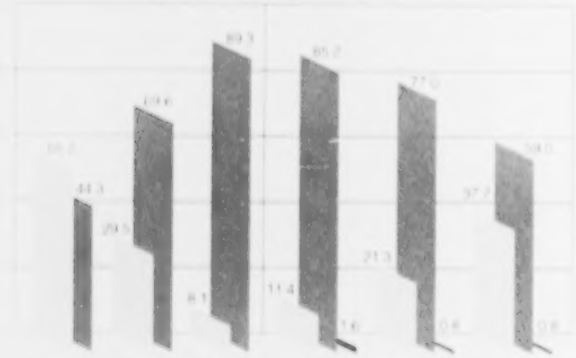
oped which address the shortages of minority and male teachers, teacher shortages in rural areas, and the shortages of teachers in some subject areas. This statewide teacher recruitment program is the only one of its type in the nation. Among its initiatives included in this report are the Teacher Cadet and Job Bank Programs.

The Teacher Cadet Program, sponsored by the South Carolina Center for Teacher Recruitment, offers high school students with good academic ability the opportunity to study the teaching profession. In the 1989 Teacher Opinion Survey, 122 or 55% of the respondents teaching in secondary schools indicated they were aware of this program. Graph 4-11 presents the responses of these secondary teachers.

According to the 1989 Teacher Opinion Survey, 21 respondents indicated they had received direct benefit from the Teacher Recruitment Center "Job Bank." Their responses are shown in Graph 4-12. The small size of this subgroup makes it potentially unrepresentative of general opinions concerning this program.

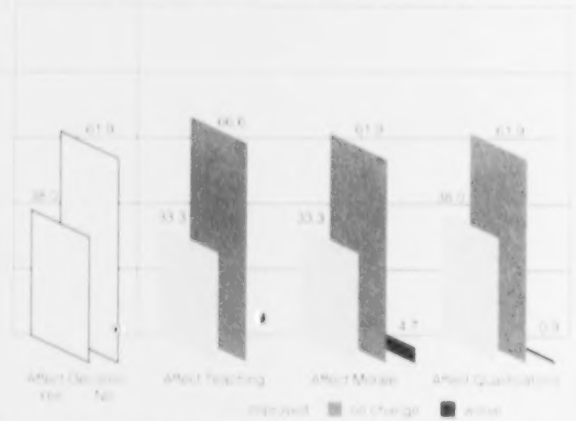
Graph 4-11

1989 Teacher Opinion Survey
Teacher Recruitment Center: "Teacher Cadets"
[Secondary Teachers (55%)]



Graph 4-12

1989 Teacher Opinion Survey
Teacher Recruitment Center: "Job Bank"
[Of teachers receiving direct benefit (2.7%)]

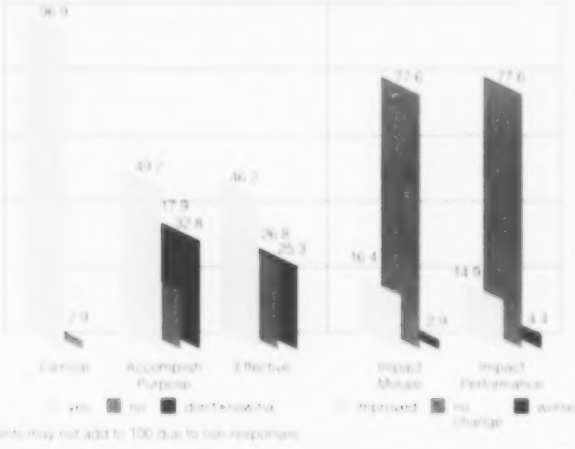


The South Carolina Center for Teacher Recruitment is the only program of its type in the nation.

In the 1989 Administrator Opinion Survey, 97% of the superintendents were familiar with the Job Bank. The responses of superintendents are shown in Graph 4-13.

Graph 4-13

1989 Administrator Opinion Survey
Teacher Recruitment Center: "Job Bank"
(Superintendents)



Percents may not add to 100 due to non-responses

Minority Teacher Recruitment

Additional minority students with previously undecided majors transferred to education.

For the 1988-89 fiscal year, South Carolina State College received $165,000 in EIA funds. The funds were used to attract minority students to the teaching profession and to operate a minority recruitment program. The activities conducted to recruit talented minority students included collaboration with high school counselors, letter writing campaigns, a recruitment training seminar for alumni, television commercials, and an honors program. As a result, 27 freshmen attending South Carolina State College were identified, five of whom qualified for a $4,000 EIA Scholarship; 42 freshmen chose teacher education as their major because of alumni recruiting activities; seven students were recruited from the honors programs; and 150 additional students with previously undecided majors transferred to education.

The other major program component entailed academic support which included an honors teacher education program, academic advisement, structured seminars to prepare students for success on the Education Entrance Examination (EEE), and operation of a microcomputer laboratory to provide additional instruction for those students taking the EEE.

Benedict College received $140,000 in EIA funds. These funds were primarily expended to conduct a summer residency program for talented students interested in teaching and to provide financial assistance to students who entered teacher education and were committed to teaching in a critical need area. Other activities included providing counseling services for students in the Minority Access to Teacher Education (MATE) Program, providing tutorial services in test-taking tactics for teacher education majors, and developing a prototype for the recruitment and retention of minority students. As a result, the following goals were met: 26 students attended the Summer Residency Program; teaching interest groups were organized in five rural areas; and 29 students qualified for the $1,500 stipend awarded to talented students committed to teaching in critical need areas. In addition, four students completed coursework for certification and planned to be teaching in South Carolina during the 1989-90 school year, and 41% of the students who passed the Education Entrance Examination were MATE scholars.

According to the 1989 Teacher Opinion Survey, 25 teachers indicated they received direct benefit from or had participated in the Minority Teacher Recruit-

ment program. Graph 4-14 reflects the survey responses of these 25 teachers. Given that the recruitment program is directed at a subgroup of prospective teachers, a low number of responses from people now teaching was expected. However, conclusions about the general teaching population based on 25 responses should be made with caution.

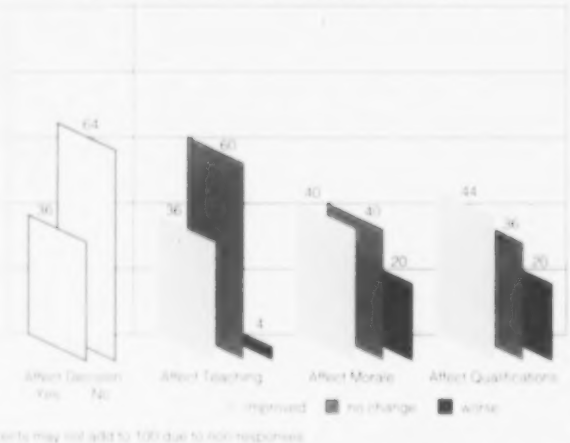
Raising Teacher Salaries in Order to Attract and Hold Qualified Persons in Teaching

One of the most ambitious subparts of the Education Improvement Act relates to "raising teacher salaries in order to attract and hold qualified persons in teaching." To meet this provision, a minimum salary schedule is adjusted so South Carolina teacher salaries remain at the Southeastern average. For the third year, the average salary of South Carolina teachers surpassed the Southeastern average. In 1988-89, the average teacher salary in South Carolina was $25,623. A publication from the National Governor's Association entitled *Results in Education: 1989* reported that between 1981-82 and 1986-87, South Carolina and Connecticut led the nation in the percentage of change in average teacher salary (31%).

Tables 4-15 and 4-16 contain financial data for the

Graph 4-14

1989 Teacher Opinion Survey
Minority Teacher Recruitment
[Of teachers receiving direct benefit (3.3%)]



Percents may not add to 100 due to non-responses

For the third year, the average salary of South Carolina teachers surpassed the Southeastern average . . . . Between 1981-82 and 1986-87, South Carolina and Connecticut led the nation in the percentage of change in average teacher salary.

Table 4-15

Raising Teacher Salaries to the Southeastern Average
Initial Projections and Expenditures

School Year	1984-85	1985-86	1986-87	1987-88	1988-89
Initial Projections	$54.5 implement statewide	$58.0	$61.3	$64.9	$68.8
Expenditures* (in millions)	$59.5 implemented statewide	$72.7	$85.0	$97.2	$93.9

*Does not include refunds in following year.

Table 4-16

Raising Teacher Salaries to the Southeastern Average
Fringe Benefits for Salary Increase

School Year	1984-85	1985-86	1986-87	1987-88	1988-89
Initial Projections	$0.0 implement statewide	$0.0	$0.0	$0.0	$0.0
Expenditures* (in millions)	$9.6 implemented statewide	$10.0	$12.4	$14.6	$13.8

*Does not include refunds in following year.

program. As shown in Table 4-15, the actual expenditures for all five fiscal years have exceeded the initial projections.

Minimum Salary Schedule

No uniform standard is utilized by all states to calculate average teacher salary. Individual states may include or omit district financial effort, incentive pay, and bonuses in their calculation processes. The Division of Research and Statistical Services of the South Carolina Budget and Control Board is responsible for annually projecting the Southeastern average. To derive the estimate of the region's average salary, the states are surveyed by the Division of Research and

Although the state's average teacher salary exceeds the Southeastern average, it still remains less than that of Georgia and North Carolina, the state's nearest competitors in the teacher pool.

Graph 4-17

Average Teacher Salary: Actual and Projected South Carolina and Southeast

[1] *Southeastern average excluding South Carolina: Average is based on actual salary data from the Southeastern states.*
[2] *South Carolina average: Average is based on actual salary data for South Carolina teachers.*
[3] *Southeastern average projection: Projected Southeastern average is based on prior year's data, plus a projection of the salary increase for the upcoming fiscal year.*

Table 4-18

Average Teacher Salaries, Southeastern Region[a]
1983-84 to 1988-89

	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89
Southeast	**$18,429**	**$20,199**	**$21,777**	**$22,937**	**$24,281**	**$25,584**
South Carolina	**17,384**	**20,143[b]**	**21,595[b]**	**23,201[b]**	**24,728[c]**	**25,623[c]**
Alabama	17,682	20,275	23,040	23,200	23,320	24,985
Arkansas	16,929	18,696	19,538	19,904	20,340	22,583
Florida	19,497	20,836	22,250	23,833	25,198	28,323
Georgia	18,631	20,610	23,046	24,200	26,177	28,212
Kentucky	19,660	20,230	20,948	22,476	24,274	26,428
Louisiana	18,400	19,490	20,460	20,054	21,209	24,440
Mississippi	15,812	15,923	18,472	19,447	20,669	24,265
North Carolina	18,311	20,812	22,340	23,879	24,900	27,189
Tennessee	17,910	20,474	21,384	22,627	23,785	27,000
Virginia	19,676	21,272	23,095	25,041	27,436	31,285
West Virginia	17,489	19,563	20,627	21,446	21,736	22,233

[a] *Estimated salaries as reported by the National Education Association.*
[b] *Actual average salary as reported by the State Department of Education.*
[c] *Actual average salary including teacher incentive average of $325 in 1987-88 and $438 in 1988-89 as reported by the State Department of Education.*

Statistical Services to obtain the applicable salary data.

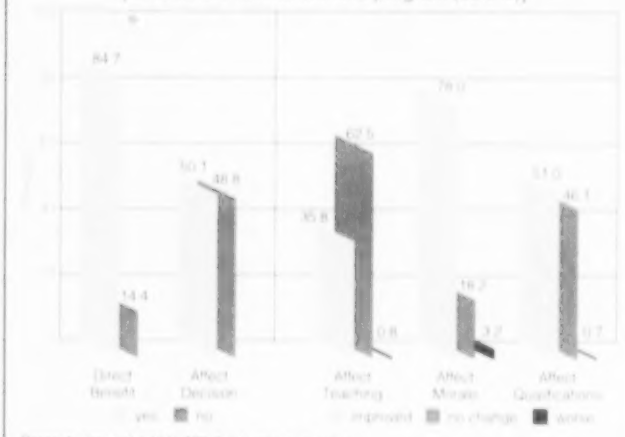
The 1986-87 General Assembly mandated that teacher incentive pay be included in the calculation of the average teacher salary. South Carolina's average salary for 1988-89 was $25,623, which included $438 in incentive pay. See Graph 4-17 for a comparison of South Carolina's salaries with the Southeastern average (actual and projected). Table 4-18 displays the average teacher salaries of states in the Southeast.

In the 1989 Teacher Opinion Survey, 93% of all teachers indicated that they were aware of the EIA program which raised South Carolina teacher salaries to the Southeastern average (see Graph 4-19). Half of the teachers responded that the program had affected their decision to remain in teaching, while 85% acknowledged receiving direct benefit from the program. Approximately half of the teachers believed that the program contributed to better qualified teachers; 78% of the respondents thought the program increased morale, while 18% thought morale remained the same.

In the 1989 Administrator Opinion Survey, 99% of all administrators responded that they were familiar with the EIA program which raised teacher salaries to the Southeastern average.

Graph 4-19

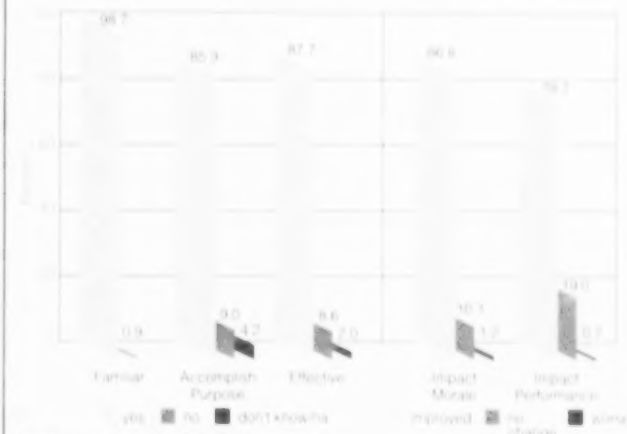
1989 Teacher Opinion Survey
Raising Teacher Salaries to Southeastern Average
[Of teachers familiar with the program (93.2%)]



Percents may not add to 100 due to non-responses.

Graph 4-20

1989 Administrator Opinion Survey
Raising Teacher Salaries to Southeastern Average



Percents may not add to 100 due to non-responses.

Graph 4-20 presents their responses.

Teacher Incentive Program (TIP)

The Teacher Incentive Program rewards teachers who demonstrate superior performance and productivity. For the 1988-89 school year, the General Assembly appropriated $21.5 million in order to implement the program statewide after a three-year pilot test. Each school district in the state receives funding based on the district's proportion of

Seventy-eight percent of the teachers surveyed thought the raising of teacher salaries to the Southeastern average had increased morale.

In a recent evaluation of the Teacher Incentive Program, most of the respondents agreed with the statement, "Teacher Incentive Program requirements are consistent with the goals of my school."

the state's total student average daily membership for the previous school year.

In order to determine the impact of the Teacher Incentive Program on the 44 districts participating in the 1987-88 pilot test, the Division of Public Accountability contracted with an external evaluator to assess the program. The evaluation indicated that participants in the program ranged from individuals having two years of teaching experience to those having more than 24 years experience, with the largest percentage having nine to 15 years of experience. Over 90% of the participants were classroom teachers; the rest were instructional support personnel.

Of the 3,180 initial participants in the Individual Plan, the Bonus Model, or the Career Ladder Model in 1987-88, about 24% withdrew during the year. Overall, 78% of the individual participants who remained in the program received an incentive award for meeting the criteria set forth in the models. No incentive award bias was detected in terms of job category (classroom teachers/instructional support personnel) or in terms of length of teaching experience.

The evaluator examined the relationship between individual participation in the Teacher Incentive Program and student achievement, as indicated by the school gain index. A weak positive correlation between the percentages of teachers receiving individual incentive awards and their school gain indices was found for the Campus/Individual Model in 1987-88. However, a relationship between Campus Plan award recipients and student achievement existed, as expected, since only the teachers in schools with positive school gain indices were eligible to receive awards.

The evaluator also examined the opinions of participants in the Teacher Incentive Program. A survey was administered to two groups--those who qualified for an award and those who were disqualified from receiving an award. A majority of the respondents in each group agreed with the statement, "I generally accept most of the TIP requirements in this district." Most of the respondents also agreed with the statement, "TIP requirements are consistent with the goals of my school." A majority of the respondents, except for those disqualified from receiving an award in Campus/Individual Model districts, agreed that the performance evaluation used for TIP was appropriate for assessing teacher performance. Most respondents did not feel, however, that morale had improved at their school as a result of TIP.

As a result of the evaluation, the following recommendations were made by the evaluator to the Department concerning the program.

1. The State Board of Education should maintain the present models for a second year of statewide implementation.
2. Future evaluations of the statewide implementation should be expanded in scope and be provided the resources necessary to conduct more in-depth investigations of potential problem areas.
3. The Department should closely monitor implementation of the program in the 50 districts that are implementing TIP for the first time in 1988-89.
4. The Department should collect, monitor, and report annual TIP participation and award statistics.
5. The State Board of Education should amend the TIP models to require that districts provide student achievement data to all teachers.
6. The State Board of Education should develop a communications program aimed at clearing up misperceptions about TIP.
7. The Department should identify exemplary performance evaluation instruments.
8. The Department should determine whether the allotments for administrative expenses can be

made more equitable.

9. The number of staff involved with TIP at the state level should be expanded.

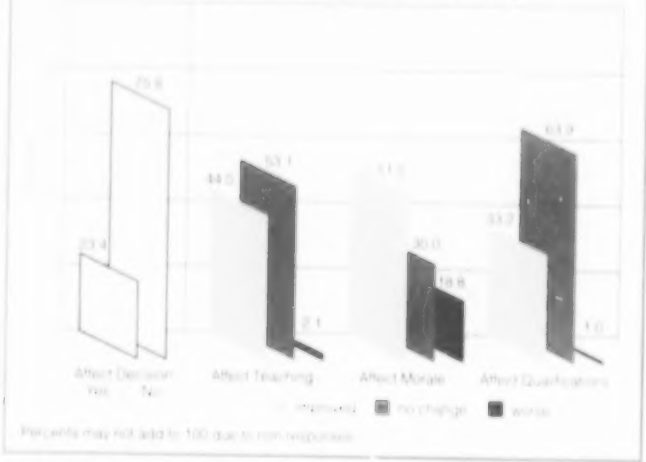
These recommendations were addressed for the 1989-90 year in several ways. The present models were maintained for a second year with very few changes. Those districts which implemented the program for the first time in 1988-89 were provided technical assistance through workshops, telephone calls, site visits, and written correspondence. This assistance was provided by Department personnel, as well as by independently contracted consultants.

Special emphasis was placed on the student achievement component--all districts were given assistance in the analysis of student achievement data. A data collection system was devised by Department personnel and is being implemented in order to collect, monitor, and report annual statistical information on the program. In an effort to clear up misperceptions about the Teacher Incentive Program, presentations have been made to various groups across the state. A prototype performance evaluation instrument was developed by the Department and is being phased-in in several districts. An in-depth evaluation of the first year of statewide implementation will be conducted in late 1989 or early 1990.

In the 1989 Teacher Opinion Survey, 286 respondents indicated receiving direct benefit from the Teacher Incentive Program. Graph 4-21 reflects the responses of

Graph 4-21

1989 Teacher Opinion Survey
Teacher Incentive Program
[Of teachers receiving direct benefit (38%)]



Percents may not add to 100 due to non-responses.

An evaluation of the Teacher Incentive Program recommended that the Department identify exemplary performance evaluation instruments.

Table 4-22

Teacher Incentive Program
Initial Projections and Expenditures

School Year	1984-85	1985-86	1986-87	1987-88	1988-89
Initial Projections (in millions)	$.06 develop 3 models for testing	$2.6 pilot in 9 districts	$21.5 statewide implementation	$22.8	$24.2
Expenditures (in millions)	$0.2 models developed	$2.1 piloted in 9 districts	$5.8 statewide implementation postponed, piloted in 17 districts	$11.5 statewide implementation postponed, piloted in 44 districts	$21.4 statewide implementation

. . . students may not gain unconditional admission into a teacher education program if they do not pass the Education Entrance Examination.

those teachers.

Table 4-22 contains implementation and financial information related to the Teacher Incentive Program.

Improving Training of Current and Prospective Teachers

Following EIA directives, programs to improve the quality of teacher education for beginning and experienced teachers were jointly developed by staff from school districts, higher education institutions, the Department, the Commission on Higher Education, and the General Assembly. These programs integrate research, computer technology, advanced course offerings, and outreach services to school districts. This section summarizes related programs and highlights progress indicators such as a passing rate for the Education Entrance Examination, the number of teachers receiving additional training, and the number of advanced or specially designed courses offered.

Basic Skills Exam Required for Prospective Education Majors

The Education Entrance Examination (EEE) is a basic skills test for students seeking admission into approved teacher education programs in South Carolina. The test covers reading, mathematics, and writing. The EEE may be taken up to three times, and students may not gain unconditional admission into a teacher education program if they do not pass the test. Between October 1984 and June 1988, 11,256 candidates took the exam. Graph 4-23 shows the results.

Additional and Upgraded Standards for Teacher Education Programs

The EIA required the State Board of Education, in consultation with the Commission on Higher Education, to promulgate upgraded standards for teacher education programs. State-supported colleges and universities revised their programs to comply with the standards promulgated in June 1986.

Centers of Excellence

The Centers of Excellence Program provides grants to selected public and private colleges either to improve the quality of degree programs for teachers or to promote other activities in teacher education. To be chosen for funding, a center must demonstrate a clearly defined focus on advanced scholarship in basic and applied research and program development. The center's activities must directly support one or more of the existing educational programs at the institution.

In 1987-88, the Commission on Higher Education approved awards to Winthrop College to establish a Center of Excellence in Early Childhood Education and to Clemson University to establish a Center of Excellence in Science and Mathematics Education. Both awards were for a minimum period of two years

Graph 4-23

Percent of Total South Carolina EEE Participants Passing and Failing the Exam, 1984-1988

Pass... ...ing

3 failures excluded from teaching in S.C.

(1987-88 and 1988-89) and were subject to evaluation by the Commission.

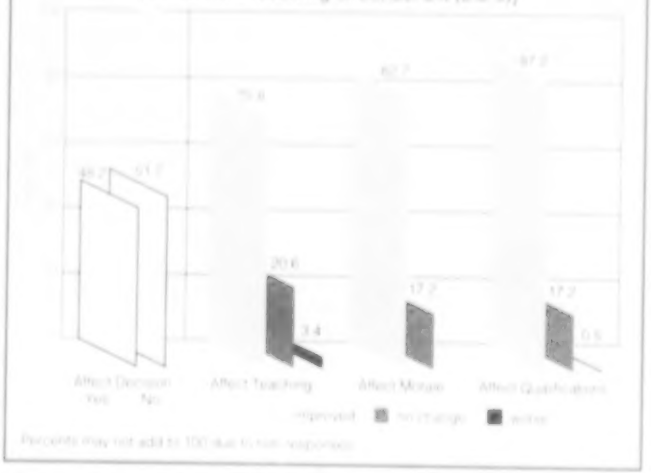
In January 1989, a review team of out-of-state consultants conducted on-site evaluations of both centers. Their recommendations stated that the centers met the original objectives approved by the Commission and that both should be funded for the second two-year cycle. In June 1989, the Commission awarded third-year funds to Winthrop College ($120,000) and to Clemson University ($145,000) for the continuation of their Centers of Excellence.

In January 1989, the Commission also requested proposals for the establishment of a new center of excellence. Two proposals were submitted. The Commission approved, in June 1989, an award of $79,000 to USC-Columbia to establish a Center of Excellence in Education Technologies for the Learning Disabled and Visually Handicapped.

The responses from the 29 teachers receiving direct benefit from the program, according to the 1989 Teacher Opinion Survey, are shown in Graph 4-24. Given the size of this subgroup, conclusions about the general population of teachers should be drawn with caution.

Graph 4-24

1989 Teacher Opinion Survey
Centers of Excellence
[Of teachers receiving direct benefit (3.8%)]



Percents may not add to 100 due to non-responses

Student Teaching

Student teaching was originally required by the Educator Improvement Act of 1979. On July 9, 1982, the State Board of Education promulgated regulations regarding student teaching in accordance with the Educator Improvement Act. The EIA mandated that all colleges and universities offering undergraduate degrees in education require successful completion of one semester of student teaching and other field experiences and teacher development techniques. The EIA amendment to this provision emphasized the addition of other field experiences and teacher development techniques directly related to practical classroom situations in order to strengthen the training experience of prospective teachers.

In-service Training Programs for Teachers

In accordance with the EIA, the Department designated in-service training programs for teachers based on findings and research it derived from its study of effective schools and classrooms during 1984-85. All school districts were required to implement the in-service training programs by the 1986-87 school year.

As of June 1989, 21,508 classroom teachers, 876 trainers, and 1,641 administrators had received training in the Program for Effective Teaching (PET). Eighty-

An evaluation of Centers of Excellence indicated that the centers met the original objectives.

On a recent survey, 48% of the teachers familiar with the requirement for teacher in-service said the programs had improved their teaching.

seven school districts and 12 teacher training institutions had their own trainers.

In addition to PET, 17 other in-service programs were approved for adoption by districts. Fifty-six districts have implemented at least one of the 17 programs. For the period July 1, 1988 to June 30, 1989, districts reported to the Department that 5,043 trainers, administrators, and teachers were trained in the other approved programs.

The Department conducted training activities for staff development consortia, districts, schools, and the South Carolina Secondary Principals Association to increase awareness by principals and teachers of the research on effective schools and effective teaching.

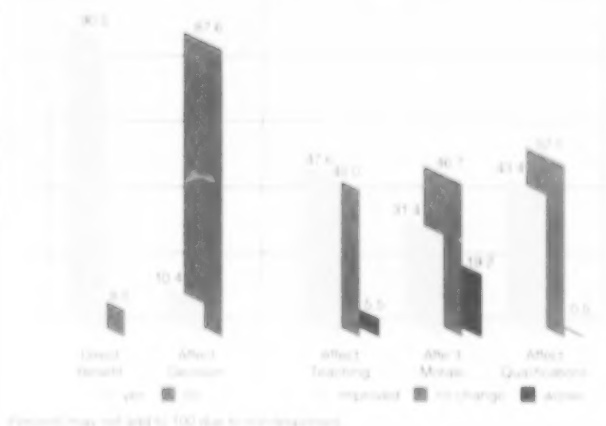
Approximately 90% of the teachers responding in the 1989 Teacher Opinion Survey indicated that they were aware of the teacher in-service requirement. Their views are reflected in Graph 4-25.

Tuition Reimbursement

Tuition reimbursement is provided to teachers, principals, and supervisors for the successful completion of a three-hour credit course in their field of specialization. The course must be taken at an in-state college, and reimbursement may be requested every two years.

Graph 4-25

1989 Teacher Opinion Survey
Requirement for Teacher In-Service
[Of teachers familiar with the program (89.2%)]



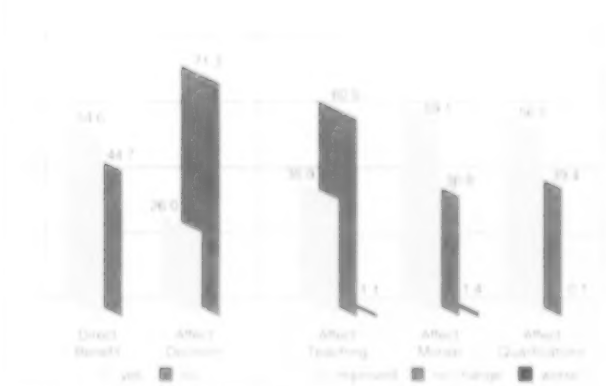
Percents may not add to 100 due to non-responses.

For the 1988-89 school year, 3,339 individuals were reimbursed a total of $725,098. Requests were approved for employees in all 91 school districts, 11 vocational centers, and seven "special" districts and schools. This expenditure level was about the same as last year and was approximately $125,000 higher than the prior two years.

In the 1989 Teacher Opinion Survey, 91% of the respondents were aware of the Tuition Reimbursement

Graph 4-26

1989 Teacher Opinion Survey
Tuition Reimbursement for Recertification
[Of teachers familiar with the program (91.2%)]



Percents may not add to 100 due to non-responses.

for Recertification Program. Responses from these teachers are shown in Graph 4-26.

Maximizing Time and Talent

Following EIA directives, programs were implemented to maximize teacher performance through improved instructional techniques and time management. One of the major objectives was to reduce the time spent by teachers on paperwork or other non-teaching activities through the use of a computer network system. Other activities conducted included a competitive grant program designed to encourage creativity in the instructional process and modifications to the evaluation process of contract teachers.

School Year Lengthened

The EIA mandated that the statutory school term be 190 days annually and that at least 180 days must be used for student instruction. The remaining 10 days may be used for the preparation of opening and closing of schools, for in-service training, and for teacher planning and preparation time. At least three days may be used for the opening and closing of schools and for teacher planning and preparation, and two days may be used in teacher/parent conferences, with emphasis on failing and underachieving students. Conferences may also be held on Saturday at the direction of the district school board.

Paperwork Reduction (Pathways)

The Pathways Project, which places microcomputer technology in the schools, represents South Carolina's approach to reducing the time spent by teachers on paperwork, clerical tasks, and other non-teaching activities. Using microcomputers that are compatible statewide, Pathways provides a system for the recordkeeping and reporting of grades, standardized test scores, attendance, discipline, rosters, scheduling, calendars, and numerous other aspects of student recordkeeping.

The project has been phased in over four years, with EIA funds providing hardware (one computer, printer, and optical scanner) and the Pathways software for every school. Many districts, however, have supplemented the program with additional hardware. Training and technical support in the use of Pathways are also provided for school and district personnel. Over 3,400 persons have been trained at 11 regional sites since 1984 (see Table 4-27).

Responses to the 1989 Teacher Opinion Survey indicated that 225 respondents had received direct benefit from Pathways.

On a recent survey, 60% of the teachers familiar with the tuition reimbursement for recertification program said the program had improved their teaching.

Table 4-27

The Pathways Project
Projections and Expenditures

School Year	Initial Projection (in millions)	Expenditure* (in millions)	Number of Schools in Which Pathways Is Implemented	Persons Trained
1984-85	$0.5	$0.5	63	50
1985-86	$0.5	$0.5	78	80
1986-87	$3.8	$4.4	700	1000
1987-88	$0.5	$2.6	894**	1700
1988-89	$0.5	$1.5	890	1000

* *Expenditures do not reflect audit adjustments and represent only flow through funds to districts.*
** *Estimated*

Table 4-30

Competitive Teacher Grants
Initial Projections and Expenditures

School Year	1984-85	1985-86	1986-87	1987-88	1988-89
Initial Projections (in millions)	$0.2 implement statewide	$0.2	$0.2	$0.2	$0.3
Expenditures (in millions)	$0.2 implemented statewide	$0.2	$0.3	$0.3	$0.3

the administrators are shown in Graph 4-32.

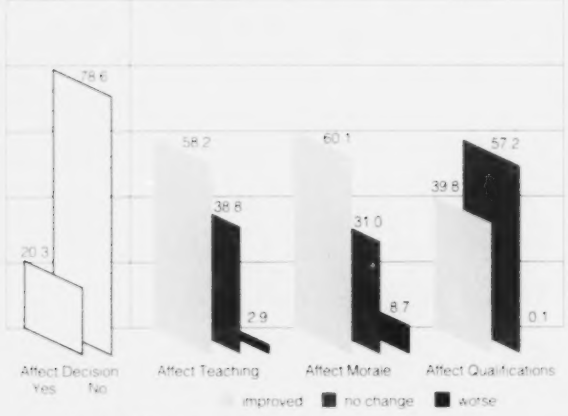
Evaluation of Continuing Contract Teachers Every Three Years

Specific provisions in the EIA strengthened the teacher evaluation requirements originally contained in the Educator Improvement Act of 1979. Full implementation of a system to evaluate continuing contract teachers was mandated for the 1984-85 school year. The EIA further required a formal evaluation of continuing contract teachers to occur not less than every three years. Those teachers under annual and provisional contracts are evaluated annually.

A prototype teacher evaluation system, CBE (Consensus-Based Evaluation), is being developed by the Department to provide districts with an alternative to their current systems for evaluating continuing contract teachers. This system was pilot tested in three districts in the spring of 1989, and a phased-in implementation involving 11 school districts will occur in 1989-90.

Graph 4-31

1989 Teacher Opinion Survey
Competitive Teacher Grants
[Of teachers receiving direct benefit (13.7%)]



Percents may not add to 100 due to non-responses

Evaluation of Provisional Contract Teachers

Under the Educator Improvement Act of 1979, provisional contract teachers had to undergo at least three evaluations as the basis for a written evaluation provided to the teacher. The EIA amended that legislation to change the three evaluations to three observations which are to be compiled for one evaluation. The EIA further required that, following any necessary remediation, teachers are to be observed three more times to constitute a second evaluation. Acceptable performance on the evaluation instrument permits teachers to be eligible for an annual contract.

Other Indicators of Maximizing Time and Talent

Teacher Attendance

In 1988-89, the attendance rate for teachers was 96.6%. Teachers were absent an

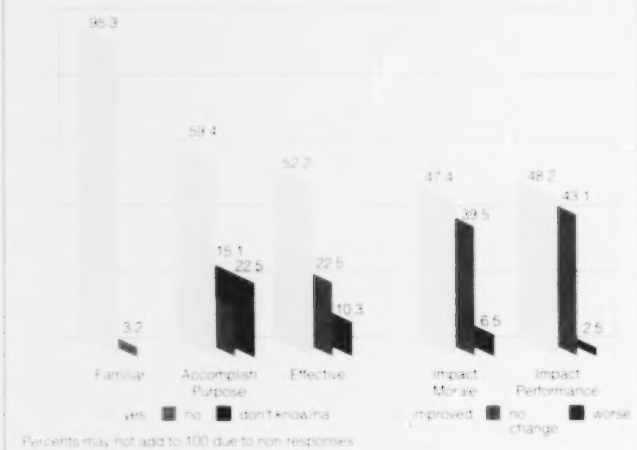
A prototype teacher evaluation system . . . is being developed by the Department to provide districts with an alternative to their current systems for evaluating teachers.

average of 6.5 days during their 190-day contract period, excluding long-term illness, professional leave, and leave for special circumstances. At first glance, an average increase in attendance per teacher of a half day per year may seem to be of little consequence; however, this half day represented nearly 20,000 teacher-days per year statewide, a substantial increase in teacher-student contact days or teacher-planning days (see Table 4-33).

In 1988-89, . . . an average increase in attendance per teacher of one-half day per year . . . equated to nearly 20,000 teacher-days per year statewide.

Graph 4-32

1989 Administrator Opinion Survey
Competitive Teacher Grants



Percents may not add to 100 due to non-responses

Table 4-33

Total Days of Employment Minus Total Days Absent Compared to Total Days of Employment Teacher Attendance

Year	Percent Attendance	Average Days Absent
1984-85	96.33	7.0
1985-86	96.34	7.0
1986-87	96.59	6.5
1987-88	96.51	6.6
1988-89	96.60	6.5

Note: Teacher attendance data were not maintained at the State level prior to 1984-85.

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Improving Leadership, Management, and Fiscal Efficiency of Schools at All Levels

EIA-funded programs for administrators have focused primarily on strengthening leadership by emphasizing recruitment, training, and assessment of principals and other administrators.

Five Years Later

Since 1984, results from the Education Improvement Act programs for administrators have varied. Approximately 80% of the 198 participants in the Principal Apprenticeship Program, for example, have been promoted to principal or assistant principal. Interest in this program has increased to the point that some districts are funding their apprentices solely on district money. Also, prospective principals assessed by the program in the Department's Assessment Center have numbered 936 since 1984. Of this number, 242 were employed as principals. Further, training programs and seminars have increased since 1984, with 1,147 administrators participating in 1988-89 alone. The Principal Incentive and Principal Evaluation Programs have been implemented and have received mixed reactions from principals and superintendents. There are facets of each program that require further development or refinement.

EIA-funded programs for administrators have primarily focused on strengthening leadership by emphasizing recruitment, training and assessment of principals and other administrators. These programs include incentive awards for principals, increased entrance requirements to graduate programs, required attendance at seminars sponsored by the Department's Leadership Academy, and an evaluation program for all principals.

When surveyed with regard to the effects of the EIA five years after implementation, these programs generally have been received positively by both superintendents and principals. They were familiar with the programs, considered them effective, and felt staff morale was influenced positively. The Principal Evaluation Program, however, was one area in which principals and superintendents were divided in their reactions. Superintendents were more positive regarding this program than were principals, who felt the program had negatively influenced morale and staff performance. Principals also disagreed about the effect of the Principal Incentive Program and generally did not believe the incentive program award recipients were the most productive principals in the district.

Recruiting the Most Able Candidates to Become Principals and Administrators

The EIA emphasizes administrator leadership and management as important factors in increasing student learning and productivity. According to effective schools research, the instructional leadership of the principal is an essential factor in improved student learning. To address the recruitment and training of principals and superintendents, this section of the EIA focuses on assessment of prospective principals, graduate training, administrator in-service seminars and training, evaluation of school principals, and incentives for principals.

Assessment of Prospective Principals

Beginning in 1985-86, according to the EIA, any person being considered for appointment as an elementary or secondary school principal must be assessed for instructional leadership and management capabilities. The Department's Assessment Center conducts this assessment of prospective principals and provides to district school boards and superintendents information on the qualifications of individuals who are interested in the principalship and who have otherwise met district screening criteria. A written report of the assessment must be forwarded by the Department to the district school board before an appointment to the principalship is made.

Only individuals who were currently employed as a principal at the time of the passage of the EIA or those principals hired prior to the 1985-86 school year are

Since 1984, the Assessment Center has assessed 936 prospective principals . . . 242 have been promoted to the principalship.

exempt from being assessed by the Assessment Center. This assessment is primarily an evaluation process based on simulated tasks related to particular job activities, a process originating in the business community as a tool to evaluate candidates for administrative positions. Individuals being assessed are evaluated on 12 skill dimensions indicative of successful principals. Evaluators are college professors, principals, or senior-level district personnel and are trained as assessors by the Assessment Center.

Since 1984, the Assessment Center has assessed 936 prospective principals, 150 of whom were assessed in 1988-89. As of June 1989, 242 of the total evaluated by the Assessment Center have been promoted to the principalship.

Increased Entrance Requirements to Graduate Programs

Beginning in 1986-87, the Commission on Higher Education, with assistance from the State Board of Education, required all state-supported colleges and universities to increase their admission requirements for graduate programs in school administration.

Information on these increased admission standards was reported to the Commission on Higher Education by the five institutions offering programs in this area. Many variables enter into the admissions process at each institution. There are, however, three common factors: (1) test scores on either the Graduate Record Exam (GRE) or the Miller Analogies Test (MAT); (2) grade point average (GPA); and (3) number of years of prior teaching experience. Although each institution may impose higher or additional standards, the Commission on Higher Education recommended minimum requirements pertaining to each of these three factors, which represented an increase in the admission requirements. The proposed standards recommended by the Commission on Higher Education were approved by the State Board of Education in July 1987.

Technical assistance was provided in 1987-88 to assist institutions in meeting the fall 1988 implementation date. The Commission on Higher Education reported that these requirements were implemented at state-supported colleges and universities by that date.

Seminars Required for Superintendents and Principals

Training Programs for School Administrators

Every two years, all school superintendents and principals must successfully participate in at least one seminar approved by the State Board of Education in order to receive training in the improvement of administrative skills and instructional leadership. In 1988-89, the Department's Leadership Academy provided 13 workshops at 28 regional sites, attended by 1,147 administrators. The Department also approved 23 seminars sponsored by consortia, professional associations, and school districts to fulfill the EIA requirements for superintendents and principals. South Carolina consortia directors were contacted and encouraged to develop cooperative projects to provide additional training opportunities for these groups.

In addition to the training seminars and institutes, the EIA further required the Department to develop training programs and expand existing programs for current and prospective administrators. The following activities highlighted these programs in 1988-89.

- 48 current and prospective administrators participated in 12 training courses sponsored by Duke Power Company, Carolina Power and Light Company, Fluor Daniel Corporation, South Carolina Electric and Gas Company, and the State-Columbia Record Newspapers, Inc. The Department served as a partner with IBM, Colonial Life and Accident Insurance

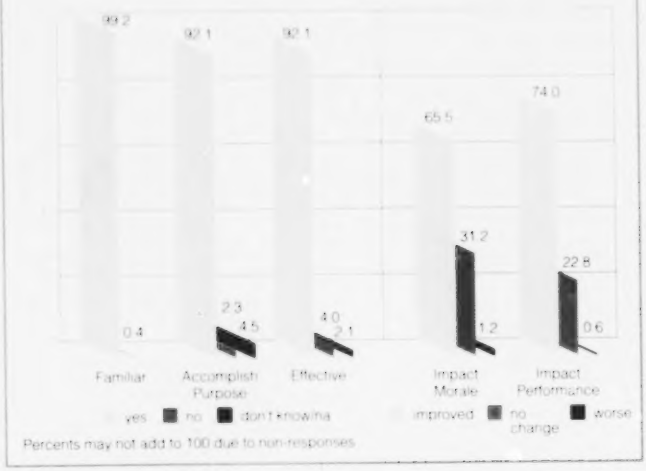
Company, the Greater Columbia Chamber of Commerce, and Richland School District One in continuing the implementation of the new management development center for school administrators in the midlands region of the state.

- 12 aspiring superintendents completed the Academy's Superintendency Internship Program. In January 1989, seven new interns were selected to participate in the program.
- 47 newly appointed principals attended the week-long summer institute of the New Principals' Academy, participated in one follow-up session, received a newsletter, were assigned a mentor, and received one visit by Academy staff.
- 100 schools in 16 districts participated in the third year of the Department's Effective Schools Training Program. Seventy-two district administrators, 100 principals, and 3,758 teachers successfully completed this training, which teaches the application of effective schools research.

In the 1989 Administrator Opinion Survey, superintendents and principals were asked to respond to five questions concerning administrator seminars. Overall, the responses to these seminars were most positive (see Graph 5-1).

Graph 5-1

1989 Administrator Opinion Survey
Administrator Seminars



Percents may not add to 100 due to non-responses.

Principal Evaluation Program (PEP)

School districts are mandated by the EIA to evaluate all principals at least once every three years using instruments, standards, and procedures adopted by the State Board of Education. As of 1987-88, the Principal Evaluation Program had been implemented according to the four-year schedule outlined in the EIA. Criteria for the evaluation of principals were identified during the first year; instruments, procedures, and standards were developed and pilot tested in seven school districts in 1985-86; the evaluation system was revised and field tested further in 14 school districts the following year; and the program was implemented statewide in 1987-88. All principals were required to be evaluated annually in 1987-88; however, the EIA was amended so that, beginning in 1988-89, each principal must be evaluated at least once every three years.

The Principal Evaluation Program Instrument was revised in 1988-89 in order to permit districts to determine the minimum level of performance constituting a satisfactory rating for each of the 24 performance statements in the instrument. Districts also establish the level of student achievement and attendance considered appropriate for the school to which the principal is assigned. In 1988-89, 42 new district coordinators and evaluators for the Principal Evaluation Program were provided training by the Department in the administration of the program.

Seventy-two district administrators, 100 principals, and 3,758 teachers successfully completed the Effective Schools Training Program in 1988-89.

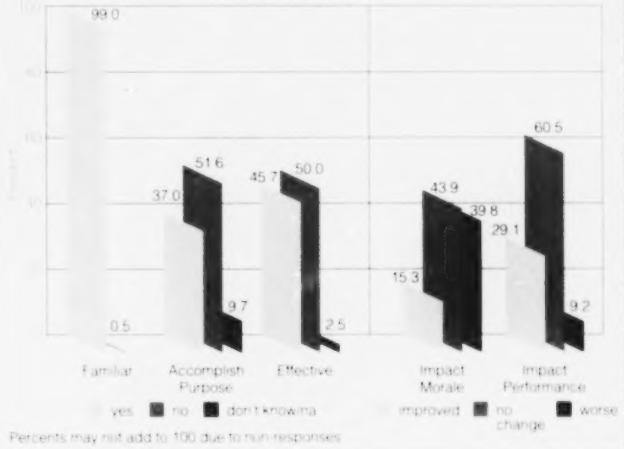
When asked whether the Principal Evaluation Program was accomplishing the purpose for which it was intended, a majority of the superintendents said it was, and a majority of the principals said it was not.

Any principal whose performance on an evaluation is rated unsatisfactory is to be re-evaluated one year after completing a training program approved by the State Board of Education and conducted by the Department's Leadership Academy or the school district. In 1988-89, mandatory training program plans were approved for nine school districts in which principals received an overall performance rating of "unsatisfactory" during that year's administration of the Principal Evaluation Program.

To ensure district compliance with program standards, the EIA directs the Department to validate that principal evaluations have been conducted as required. Validation of the 1987-88 district administration of the Principal Evaluation Program was accomplished by the Division of Public Accountability through on-site interviews in one-fourth of the school districts. Interviews were held with the district superintendent, the district's Principal Evaluation Program coordinator, the district's evaluator(s) of principals, and at least three principals from the district. Of the 22 districts visited, 14 (64%) had conducted the evaluations as required. Eight (36%) of the 22 districts required some form of corrective action in order for the evaluation process to be in compliance with state law and State Board of Education regulation. Four of the eight districts did not complete the evaluation process for all principals and were required to correct their deficiencies before the validation was concluded. Thirty-four percent (96) of the principals in 22 districts (a total of 283) were interviewed during the on-site validation.

Graph 5-2

1989 Administrator Opinion Survey
Principal Evaluation Program
[Principals]

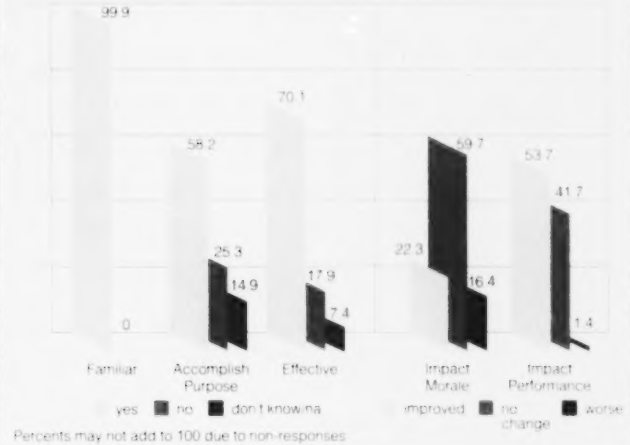


Percents may not add to 100 due to non-responses

In the 1989 Administrator Opinion Survey, superintendents and principals were asked their opinions regarding the Principal Evaluation Program (see Graphs 5-2 and 5-3). On the whole, nearly all (99%) of the administrators surveyed were familiar with the program. When asked whether the program was accomplishing the purpose for which it was intended, a majority of the superintendents said it was and a majority of the principals said

Graph 5-3

1989 Administrator Opinion Survey
Principal Evaluation Program
[Superintendents]



Percents may not add to 100 due to non-responses

it was not. Superintendents believed that the program was effective, while principals were not as positive. These differences are significant and seem to indicate a major variance in the perceptions of superintendents and school principals.

Principal Incentive Program (PIP)

The Principal Incentive Program was initiated to reward principals who demonstrate superior performance and productivity. The EIA mandated the pilot test of the Principal Incentive Program in 1986-87 and full implementation of the program in 1987-88. The first year of pilot testing (1986-87) was carried out in nine school districts using three models derived from developmental activities performed during 1985-86. The original EIA schedule was altered, and expanded pilot tests of the Principal Incentive Program occurred in 1987-88 and 1988-89, as shown in Table 5-4.

The Division of Public Accountability contracted for an evaluation of the program for both the pilot test in 1987-88 and the expanded implementation of the pilot test in the following year. MGT of America, Inc., the company which conducted the research, collected data through on-site interviews, surveys, and review of Department data.

Data collected on the 1987-88 pilot test indicated that program participants

The Principal Incentive and Principal Evaluation Programs have received mixed reactions from principals and superintendents.

Table 5-4

Principal Incentive Program
Initial Projections and Expenditures

Fiscal Year	1984-85	1985-86	1986-87	1987-88	1988-89
Initial Projections (in millions)	$0.4 identify criteria in 9 districts	$1.0 develop program	$1.5 pilot in 9 districts	$2.0 statewide implementation	$2.5 statewide implementation
Expenditures (in millions)	$0.0 criteria identified	$0.1 program developed	$0.3 piloted in 9 districts	$0.8 statewide implementation postponed, piloted in 27 districts	$1.1 statewide implementation postponed, piloted in 63 districts

Table 5-5

Principal Incentive Program Participants (27 Districts)
1987-88 Pilot Test

	District Principals* (Percent)	Principal Incentive Program Participants** (Percent)
Male	71	71
Female	29	29
White	69	65
Non-White	31	35
Elementary	65	64
Secondary	29	28
Other	7	7

* *462 principals were employed in 27 pilot-test districts.*
** *277 principals participated in the Principal Incentive Program in 27 pilot-test districts.*

Reactions to the Principal Incentive Program by principals showed 49% supported and 33% opposed the program.

were representative of the principals in the district. Table 5-5 contains demographic information on the participants in the Principal Incentive Program at the end of the 1987-88 pilot study.

Data collected following the determination of awards indicated that a total of 93 principals in the 27 pilot-test districts received awards between $2,500 and $5,000. Award recipients made up 20% of the total number of principals in the pilot-test districts.

In an effort to determine the relationship between student achievement and the Principal Incentive Program, MGT compared the recipients of the School Incentive Reward Program and the recipients of a Principal Incentive Program award in the 27 pilot-test districts. The 67 reward-winning schools did, in fact, have a higher proportion of principal incentive award recipients than did the 178 nonreward-winning schools (57% compared to 24%).

The 1988-89 pilot test of the program was expanded to include 63 districts representing 715 principals, or approximately 70% of the principals in the state. MGT examined the perceptions of principals participating in the program in 1988-89 in order to understand its impact upon those whom it is designed to serve. Principals were asked to compare their recollection of their initial (first-of-school year) reactions with their then-current (mid-year) reactions to the program. Initial reactions to the Principal Incentive Program by principals participating in 1988-89 indicated 47% supported and 30% opposed the program, while later reactions showed 49% supported and 33% opposed the program. These small differences were not significant and indicated basically no change in the perceptions of participants. When asked to describe the Principal Incentive Program, principals responded most frequently with these descriptors: "The Principal Incentive Program requires too much paperwork"; "Success and failure in the program are measured strictly by output"; "The evaluation of principal performance is objective"; and "The program has realistic expectations."

How did principals' perceptions compare with those of district-level administrators? Was there a difference in how these two groups viewed the program? In order to answer these questions, the two groups were surveyed on their opinions of the Principal Incentive Program. Based upon an index developed by MGT to measure the strength of survey responses, it was possible to compare the perceptions of principals, superintendents, and district program coordinators.

These groups were asked to indicate their perceptions regarding the effectiveness of the Principal Incentive

Program, the role of the district incentive committee in making judgments about principal performance, and the ease of participation in the Principal Incentive Program. The responses of superintendents and program coordinators to these questions did not differ significantly. A majority of both groups responded positively to each question, and, in most cases, the number of positive responses was much larger than the negative number. The principals in the survey, however, responded in a significantly less positive manner than did the other two groups. In particular, they disagreed with the statements that the Principal Incentive Program had a positive impact on their school district and that Principal Incentive Program award recipients in 1987-88 were among the most productive principals in the district.

In the final analysis, the contractor made some overall conclusions and recommendations about the program. First of all, awards seemed to be apportioned fairly and without bias. In other words, ". . . principals in all types of schools in all school groups and of either sex had an equal opportunity to earn a Principal Incentive Program Award." Secondly, principals were more likely to receive an award if their school also won a school incentive reward. And, finally, recipients of Principal Incentive Program awards managed schools in which the attendance rate was somewhat higher than that of other schools.

MGT made the following recommendations to the State Department of Education:

1. Since surveys of parents, staff, and students often play a major role in determination of award recipients, the Department of Education should provide assistance and encouragement to districts to examine their surveys for biases, especially by school level.

2. The Department should finalize PIP models and distribute information packages by the beginning of the new school year. Principals need this information earlier to help in determining whether to participate in PIP.

3. The Department should encourage districts to provide principals with detailed feedback on their participation in PIP. Principals will be better able to build on their experiences if they are aware of perceived shortcomings.

4. Now that PIP and PEP are in their third year, the Department should examine the documentation requirements based on these experiences and should discard those components that have not shown themselves to be effective. In addition, a number of components in PEP have a common basis and should be combined to reduce paperwork and documentation requirements.

5. The Department should develop more definitive criteria for districts to use in "evaluating" vocational and special education principals. Many districts do not have clear procedures for assessing these schools, and their principals generally feel they are unfairly disadvantaged. (The perceived disadvantage cannot be documented by examining the award distribution for 1987-88.)

6. The Department should explore opportunities for reporting SGI (School Gain Index) results to the districts during the summer. If this schedule can be met, the districts should determine and announce PIP award recipients prior to the start of the new school year.

7. The Department should conduct a feasibility study of expanding PIP or creating an additional incentive program for other school-level and district-level administrative personnel.

The State Board of Education made several revisions to the three Principal Incentive Program models for the 1989-90

An evaluation of the Principal Incentive Program concluded that ". . . principals in all types of schools in all school groups and of either sex had an equal opportunity to earn a Principal Incentive Program Award."

Table 5-6

Principal Apprenticeship Program
Initial Projections and Expenditures

Fiscal Year	1984-85	1985-86	1986-87	1987-88	1988-89	1989-90
Initial Projections (in millions)	$0.5 implement	$0.5	$0.6	$0.6	$0.6	$0.7
Expenditures (in millions)	$0.3 implemented	$0.4	$0.5	$0.5	$0.6	

Of the 50 individuals in the Principal Apprenticeship Program in 1988-89, 47 completed the apprenticeship.

school year. To stress the importance of student achievement, the models now stipulate that awards cannot be made to principals whose schools fail to exhibit student achievement levels that exceed expected normative growth as determined by the district. Also, in one program model (Extended Evaluation), districts must use School Improvement Council survey data in evaluating principals for an incentive award.

In an effort to inform all principals of the Principal Incentive Program, since 1989-90 was the first year of statewide implementation of the program, the Department developed and distributed to all principals in the state a brochure briefly describing the program and its operation.

Improving the Training and Evaluation of Prospective and Current School Administrators

As a requirement of the EIA, the Principal Apprenticeship Program was developed by the State Board of Education to assist school districts in the selection and training of future principals. Apprenticeships give aspiring school principals an opportunity to develop needed competencies by working a full school year under the guidance of an experienced principal.

Principal Apprenticeship Program

Persons who demonstrate potential as principals can be selected to serve an apprenticeship. To qualify for the program, candidates must hold a valid, professional teaching certificate and have three years of teaching experience with at least one year at the school organizational level (elementary, middle, secondary) of the planned apprenticeship. Candidates also must be enrolled in a graduate program in educational administration or be certified in educational administration. Financial information for this program since 1984-85 is shown in Table 5-6.

Grants for school districts to implement apprenticeship programs are awarded on an annual, competitive basis judged on the quality of the proposed apprenticeship experience. In 1987-88, grant amounts were adjusted to equal at least one-half of the average teacher salary (see Table 5-7). In 1988-89, the Department awarded 20 school districts 40 apprenticeship grants. Ten additional slots above the available grant limit of 40 were funded totally by districts to enable more individuals to participate in program activities. Of the 50 apprentices in the program, 47 individuals completed the apprenticeship. (Three Department-funded individuals dropped out; these grants were then awarded to districts fully funding the apprenticeship.) Interest in the program has increased to the point that a number of districts have funded their apprentices exclusively with district money. Since 1984-

Table 5-7

Principal Apprenticeship Program Funding/Grants
1984-85 to 1989-90

Fiscal Year	Actual Funding	Apprenticeship Grant Amount	Average Teacher Salary	Grants Awarded	Grants Completed
1984-85	$500,000	$10,000	$20,143	34	32
1985-86	$530,000	$10,000	$21,595	49	47
1986-87	$562,000	$11,240	$23,201	48	46
1987-88	$560,000	$14,751	$24,728	45	33
1988-89	$608,700	$15,114	$25,623	40	40
1989-90	$708,700	$15,114*	$27,050*	44	–

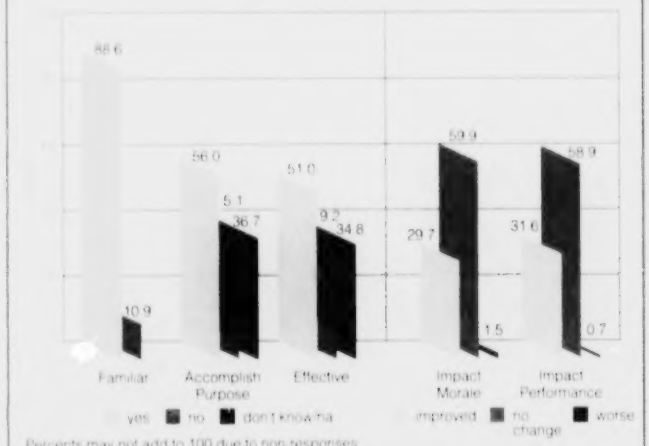
*Estimated

85, approximately 80% of the 198 participants in the Principal Apprenticeship Program have been promoted to the position of principal or assistant principal.

In the 1989 Administrator Opinion Survey, most administrators (89%) indicated they were familiar with the Principal Apprenticeship Program (see Graph 5-8). Among all administrators, slightly more than half believed the program to be effective while over one-third did not know. Responses concerning morale and performance, which explore more direct involvement in the program, should be interpreted realizing this is an initiative for a specific subgroup of potential principals.

Graph 5-8

1989 Administrator Opinion Survey
Principal Apprenticeship



Percents may not add to 100 due to non-responses

Since 1984-85, approximately 80% of the 198 participants in the Principal Apprenticeship Program have been promoted to the position of principal or assistant principal.

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Implementing Strict Quality Controls and Rewarding Productivity

The EIA places special emphasis on accountability . . . .

Five Years Later

The quality control (accountability) features of the Education Improvement Act have been implemented or applied as scheduled over the five years since 1984. They have been cited as among the most promising in the nation by the United States Department of Education. Approximately 25% of the state's schools have been rewarded financially each year for improvement in performance, and over 300 competitive grants have been awarded to schools.

The EIA places a special emphasis on accountability at the district level. Perhaps the ultimate accountability of each school district is to assure the quality of education that it provides. The district is held responsible for meeting minimum performance criteria for the evaluation of quality in the district. The criteria include test results, dropout rates, accreditation standards, and failure rates on the exit exam. The quality of education has been found to be impaired in nine districts since the enactment of the EIA. Five years later, for the first time, no school district was determined to be impaired.

Several oversight committees at the state level were created by the EIA or were established immediately prior to the Act's implementation. The Select Committee was established as a body of the Legislature to oversee the implementation of the provisions of the EIA. The Governor and the State Superintendent of Education annually convene two committees established by executive order of the Governor--the Committee on Financing Excellence in Public Education and the Steering Committee of the Business-Education Partnership--to review the implementation of the EIA. A Joint Subcommittee of these two committees meets more frequently to fulfill specific obligations mandated in the EIA.

A special unit within the State Department of Education--the Division of Public Accountability--was created by the Education Improvement Act to be responsible for planning, monitoring, and reviewing programs of the EIA. Since 1985, the State Board of Education has provided an annual assessment of the impact of the EIA to the various oversight committees, the General Assembly, and the public.

Evaluating and Rewarding Schools and School Districts Based on Measurable Performance and Progress

The Education Improvement Act incorporates the use of incentives to reward measurable performance and progress in order to recognize and encourage improvements in productivity. The Act contains several provisions designed to reward superior performance and productivity. This section of the EIA provides for the rewarding of schools and school districts based on the evaluation of student performance and other measures of school and school district productivity. The EIA also establishes a competitive grant program so that schools may be awarded grants to implement exemplary and innovative programs designed to improve instruction.

School Incentive Reward Program (SIRP)

During the 1988-89 school year, approximately 25% of the schools in the state received incentive rewards to be used for the improvement of their instructional programs. Recipients included 258 public schools, 21 area vocational centers, and two school districts. Rewards were given in the form of money, certificates, and flags symbolizing the school's winning status.

The criteria for the School Incentive Reward Program are student achievement gain and student and teacher attendance which meet or exceed a set standard or improve by a specified factor. No school can receive a monetary reward unless the achieve-

During the 1988-89 school year, approximately 25% of the schools in the state received incentive rewards to be used for the improvement of their instructional programs.

ment gain criterion is met. If a school meets one or both of the attendance criteria in addition to making achievement gains, it receives additional money. Schools that show gains approaching the reward criteria receive honorable-mention status--there were 132 schools in this category in 1988-89.

In 1988-89, a statewide appropriation of $3.9 million was distributed among the recipient schools, with $29.24 per pupil going to schools that met all three criteria. Initial projections and expenditures for the School Incentive Reward Program are shown in Table 6-1.

The School Incentive Reward Program rewards schools with significant student achievement gain on reading and mathematics tests. Achievement gain is measured by the difference between predicted student achievement, based on prior performance, and actual achievement. Schools whose students show achievement gains exceeding what is typical among similar South Carolina students rate a positive "gain index." When that index reaches a certain level above expectation, the school receives an incentive reward. Area vocational centers become reward recipients when the school(s) sending students to the center is a reward recipient, and the placement rate of the center's graduates exceeds predefined levels.

All South Carolina schools are placed into one of five grouping categories, and it is within these groups that they compete for SIRP awards. The groups are based on four factors: (1) the percentage of students receiving free school lunches; (2) the teachers' average years of education beyond a bachelor's degree; (3) the dollars per pupil collected locally above the Education Finance Act requirements; and (4) the percentage of students meeting or exceeding the readiness standard on the Cognitive Skills Assessment Battery (for schools that have grades one through four). Schools in Group One have the least "resources," while those in Group Five have the most "resources." The achievement standard is graduated for each of the school grouping categories.

In the 1989 Teacher Opinion Survey, 90% of the respondents indicated they were familiar with the program. Graph 6-2 provides further responses regarding SIRP.

In a 1988 study conducted by the University of South Carolina College of Education, a sample of School Incentive Reward recipient schools were compared with non-recipient schools on seven effective school indicators. Schools that had received school incentive rewards for two consecutive years were classified in this study as "more effective." Schools that had never received school incentive rewards were classified as "less effective." Fifteen schools

Table 6-1

Initial Projections and Expenditures for School Incentive Reward Program

Fiscal Year	1984-85	1985-86	1986-87	1987-88	1988-89
Initial Projections (in millions)	$0.1 develop program	$7.0 implement program	$14.0	$21.0	$28.0
Expenditures (in millions)	$0.0 program developed	$6.8 implemented statewide	$6.7 award criteria changed	$3.9	$3.9

were selected for each classification.

A total of 751 teachers from these 30 schools completed a questionnaire designed to assess the extent to which seven effective school characteristics existed in their schools. These seven characteristics were drawn from effective schools research: safe and orderly environment, clear school mission, instructional leadership of the principal, high expectations for students, opportunity to learn/student time on task, frequent monitoring of student progress, and home-school relations.

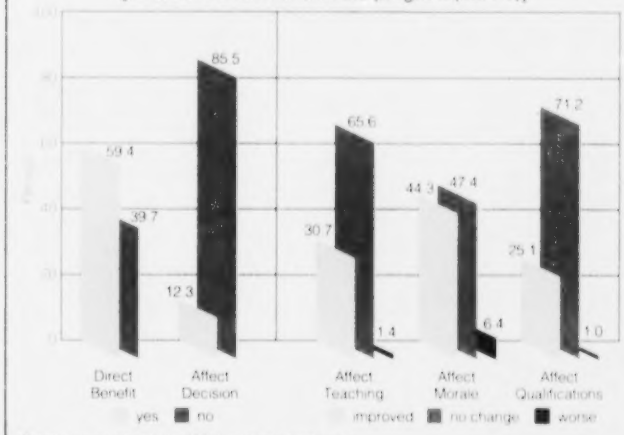
The results of the study indicated that these seven school characteristics were effective in differentiating the "more effective" schools from the "less effective" schools. Instructional leadership by the principal, a safe and orderly environment, and opportunity to learn/student time on task were the most discriminating factors.

Competitive Grants for Schools

When an innovative program has proven successful in improving instruction in a particular school, grants are available for use in replicating the program in other schools throughout the state. Interest in this program has grown steadily and funding has been increased since inception of the program in 1984-85 (see Tables 6-3 and 6-4). In 1988-89, a total of 54 schools shared $260,000 in appropriated funds. An additional 23 science grants totalling $110,000 were

Graph 6-2

1989 Teacher Opinion Survey
School Incentive Reward Program
[Of teachers familiar with the program (90.4%)]



Percents may not add to 100 due to non-responses

In 1988-89, 77 schools received grants in order to implement exemplary and innovative programs designed to improve instruction.

Table 6-3

Applicants, Grants, and Expenditures for Competitive School Grants

School Year	Applicants	Grants Approved	Expenditures
1984-85	102	62	$219,100
1985-86	88	55	$235,400
1986-87	111	78	$339,900
1987-88	157	78	$335,100
1988-89	178	77	$370,000

Table 6-4

Initial Projections and Expenditures for Competitive School Grants

Fiscal Year	1984-85	1985-86	1986-87	1987-88	1988-89
Initial Projections (in millions)	$0.2	$0.3	$0.3	$0.3	$0.3
Expenditures (in millions)					
Regular Grants	$0.2	$0.2	$0.2	$0.2	$0.3
Science Grants			$0.1	$0.1	$0.1

authorized, funded, and awarded.

In the 1989 Teacher Opinion Survey, 146 teachers indicated they had received direct benefit from the program. Graph 6-5 shows their responses for this program.

In the 1989 Administrator Opinion Survey, nearly all of the administrators (95.1%) were familiar with the program. Graph 6-6 reflects their opinions concerning this program.

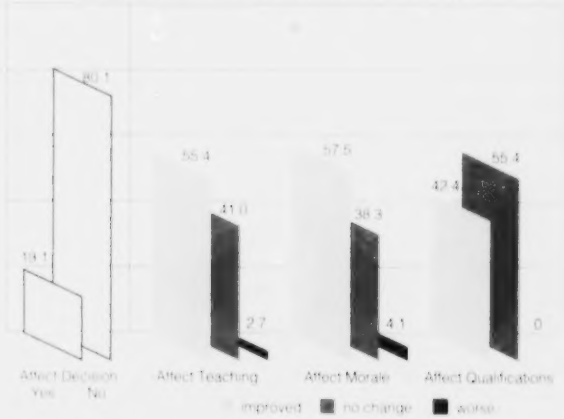
The EIA reinforced the original mandate of the Education Finance Act and included the application of effective schools research to the school improvement process.

Focusing the Planning of Schools and School Districts on Instructional Improvement and the Effective Use of Resources

The Education Finance Act of 1977 mandated a school and district improvement process for the purpose of meeting the needs of all students. This legislation also required school and community groups to provide advice on program and spending priorities and to inform the public about the effectiveness of each district program. The EIA reinforced the original mandate of the Education Finance Act and included the application of effective schools research to the improvement process. The EIA also specified the composition of the school improvement council, the method of selection, and the length of term of service for each member.

Graph 6-5

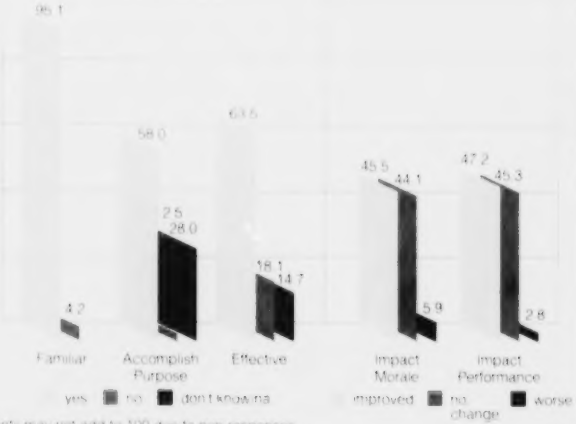
1989 Teacher Opinion Survey
Competitive School Grants
[Of teachers receiving direct benefit (19.4%)]



Percents may not add to 100 due to non-responses

Graph 6-6

1989 Administrator Opinion Survey
Competitive School Grants



Percents may not add to 100 due to non-responses

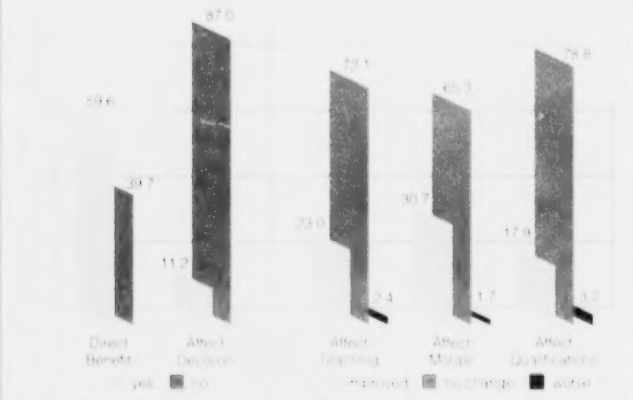
School Improvement Councils

School improvement councils are composed of community representatives, teachers, students, and parents and are designed to assist the principal in the planning and monitoring of school improvement.

Each council is composed of at least two parents and two teachers, and, in schools with grades nine and above, two students elected by their peers

Graph 6-7

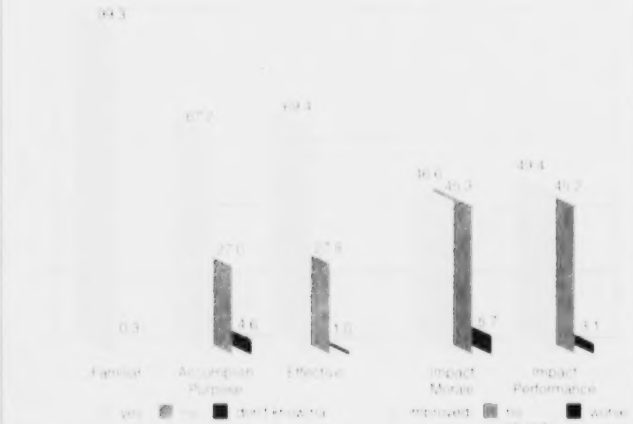
1989 Teacher Opinion Survey
School Improvement Council
[Of teachers familiar with the program (86.1%)]



Percents may not add to 100 due to non-responses

Graph 6-8

1989 Administrator Opinion Survey
School Improvement Council



Percents may not add to 100 due to non-responses

and other members appointed by the principal. The elected members of the council must comprise at least a two-thirds majority of the membership.

The role of the council includes assisting in the preparation of the school improvement report, assisting in the development and monitoring of school improvement, providing advice on the use of school incentive rewards, and providing such assistance as the principal may request, as well as carrying out any other duties prescribed by the district school board.

More than eight out of 10 teachers responding to the 1989 Teacher Opinion Survey stated they were aware of school improvement councils. Graph 6-7 reflects their responses to the survey.

Most of the administrators were aware of school improvement councils. Graph 6-8 details administrators' responses concerning the councils.

In a recent survey of school administrators, nearly 70% said school improvement councils were accomplishing their purpose and were effective.

Annual School Improvement Reports

School districts require each school to prepare an annual written school improvement report focusing on factors found by research to be effective in improving schools. This report addresses, at a minimum, the following indicators: (1) positive school climate, (2) instructional leadership of the principal, (3) the school's emphasis on academics, including basic skills, (4) frequent monitoring of student progress and its utilization in curriculum planning, (5) high expectations related to student achievement, and (6) positive home-school relations.

Each district must develop and implement a district improvement report as well as an annual district staff development report, utilizing information from

All schools must prepare an annual written school improvement report focusing on factors found by research to be effective in improving schools.

each school's improvement plan and summary report. The district plan is very similar to the school plan except that the indicators of effectiveness do not apply to the district. The district improvement report must be sent to the district school board and the State Department of Education by November 15 of each year.

The Department provides technical assistance to administrators, principals, teachers, parents, and other persons involved with school improvement councils and with the annual school improvement report. In 1988-89, 11 regional training sessions for district administrators and principals were held, along with a training session for all district school improvement coordinators. The Effective Schools Training Program was conducted in 12 districts and 126 administrators were trained during the school year. Written assistance included the distribution of *An Implementation Guide to the Legislative Mandated South Carolina School Improvement Process*, an effective schools brochure, new reporting forms with instructions, and *Strategies*, a collection of effective school practices by South Carolina principals. Other written and technical assistance was provided as requested.

School Council Assistance Project

The School Council Assistance Project at the University of South Carolina provides services, information, and resources to support the public school improvement initiatives mandated in South Carolina. The Project provides technical assistance, training, publications, resources, and research and development activities to all South Carolina schools in the support of school improvement councils.

There were four types of training activities conducted by the Project during the 1988-89 fiscal year: (1) an annual statewide conference, (2) five regional training institutes, (3) two teleconferences, and (4) school site or district level training workshops.

The Project provided a number of computer-related services directly to councils to assist them in completing their school improvement plans. These services included data analyses of needs assessment surveys, analysis of test data, and graphic representation of test data. The Project developed, published, and disseminated training materials and resource guides to school improvement councils throughout South Carolina.

Monitoring Annually the Implementation of the Education Improvement Act

One of the unique aspects of the Education Improvement Act is its emphasis on accountability. Members of the Legislature were careful to build numerous measures of accountability into the Act, and on the state level, several oversight committees were created. A special unit, the Division of Public Accountability, was established within the State Department of Education to be responsible for planning, monitoring, reviewing, and reporting on the programs of the EIA.

Select Committee on the EIA

The Select Committee was established by the EIA to serve as an oversight committee for the Act. The Committee's membership is specified by law and consists of 12 members: four members from the House of Representatives, the Lieutenant Governor or his designee and three members from the Senate, the Governor or his designee and a member appointed by the Governor, the State Superintendent of Education and the chairman of the Commission on Higher Education or their designees. A member of the General Assembly, by law, serves as the chairman of the Select Committee.

The Select Committee has functioned since 1984 and has had two chairmen: the first a member of the House of Representatives; and the second, a member of the Senate. The Committee assists in, recommends, and supervises the implementation of programs and the expenditure of funds for the EIA. Specifically, the Committee reviews and monitors EIA programs and funding; makes programmatic and funding recommendations to the General Assembly; reports annually to the General Assembly on the progress of the programs; and recommends EIA program changes to state agencies and other entities. The Select Committee prescribes the manner in which state agencies and other entities are to submit program and expenditure reports to the Committee. In addition, the Select Committee carries out oversight responsibilities for specific EIA programs as prescribed by the Act.

The Committee has met periodically since the EIA was enacted. Committee meeting agendas usually contain information items, action items, and discussion of subcommittee assignments, Committee projects, and other activities. The Select Committee annually reports its findings and recommendations to the General Assembly before March 1 of each year. The recommendations to the Legislature often relate to proposed amendments to the language of the EIA.

In 1988-89, in addition to its regular work, the Select Committee completed a study of the Teacher Incentive Program and made recommendations concerning the program to the State Board of Education. The Select Committee's evaluation of the Remedial and Compensatory Programs, produced under contract, was completed. This study was designed to answer questions concerning different models of delivery for these programs and overall program effectiveness, including cost effectiveness. The Select Committee established procedures to govern its oversight role for EIA programs administered by agencies other than the State Department of Education.

Joint Subcommittee

Two additional oversight committees and a subcommittee, known as the Joint Subcommittee and composed of members of the two committees, have specific duties prescribed by the EIA. The two committees--the Committee on Financing Excellence in Public Education and the Steering Committee of the Education-Business partnership--are to meet at least annually. The Governor and the State Superintendent of Education convene these two committees to review the implementation of the EIA and to consider improvements to the Act.

The Joint Subcommittee has specific duties, prescribed by law, which relate to the special unit within the State Department of Education known as the Division of Public Accountability, established by the EIA to monitor and assess the Education Improvement Act. The Joint Subcommittee reviews and approves all products produced by the Division and makes recommendations to the State Board of Education for final approval.

The Joint Subcommittee and the Steering Committee of the Education-Business Partnership serve as a screening committee for the selection of the head of the special unit. The steering committee has served in this capacity twice since the enactment of the EIA.

The Business-Education Partnership and the Committee on Financing Excellence in Public Education submit their recommendations to the General Assembly prior to January 1 of each year. The Joint Subcommittee prepares a draft of this report for approval by the two oversight committees and subsequent submission to the General Assembly.

The Joint Subcommittee meets periodically throughout the year. The agenda for

The Select Committee on the EIA annually reports its findings and recommendations to the General Assembly . . . .

these meetings generally contains information items, action items, discussion of the implementation of the EIA, indicators of change, and measures of progress toward meeting educational productivity goals established by the Joint Subcommittee. Each year, the Subcommittee makes recommendations to the General Assembly regarding the EIA budget in terms of priority program funding, including recommended funding levels. The Joint Subcommittee and its executive director are especially active in the legislative process as proposed amendments of the EIA and the EIA budget are considered. The Joint Subcommittee keeps informed of the status of education reform efforts in other states and shares information regarding South Carolina's efforts with other states and national forums.

Each year, the Joint Subcommittee assesses progress toward meeting productivity goals established by the Subcommittee and makes recommendations to the General Assembly regarding the EIA.

Division of Public Accountability

The EIA established a special unit within the State Department of Education known as the Division of Public Accountability. The Act further specified that the head of this special unit is to hold the position of deputy superintendent and is to report to the State Superintendent of Education. The Division of Public Accountability is responsible, by law, for planning, monitoring, and reviewing programs developed under the Education Improvement Act; and for providing information, recommendations, and an annual assessment of the EIA to the Governor, Select Committee, and Joint Subcommittee.

The Division of Public Accountability has been in operation since 1984. Since that time, the Division has produced annually both a document reporting on the implementation status of each of the EIA provisions and a report assessing the Education Improvement Act.

After four years of assessing individual EIA programs, the Division of Public Accountability contracted with an external evaluator to review its practices and to recommend new approaches for the overall assessment of the collective impact of the EIA programs. In the process of developing a holistic strategy, the evaluator reviewed the legislative mandate for the Division and interviewed several members of the Select Committee and Joint Subcommittee and others familiar with the work of and expectations for the Division. The evaluator also interviewed the State Superintendent of Education, Division staff, and several members of the State Board of Education. As a result of these interviews and the review of the EIA provisions related to the Division of Public Accountability, the evaluator summarized the expectations for the Division.

In creating the Division of Public Accountability (DPA), the Governor and General Assembly wanted to establish a professional organization with the following characteristics:

- Independence: The DPA should be perceived as having the independence to find both strengths and weaknesses in the state's educational programs, especially those implemented as part of the EIA. Although the DPA was housed administratively in the State Department of Education (SDE) for operational efficiency and convenience, it was not intended to play a role in protecting the vested interest of any SDE program.
- Comprehensiveness: Even though several EIA programs were assigned to agencies outside the SDE for implementation (e.g., the Continuum of Care), the DPA was expected to be responsible for evaluation of all EIA programs.
- Commitment to Education Improvement: The DPA was intended to have allegiance to the broad EIA goals but not to any single EIA-created program. If any programs subsequently were found to be ineffective, the DPA

was expected to recommend its modification or elimination. "Effective Schools Research" was the unifying theme for the design of the EIA and continues to be a valuable focus.

The evaluator recommended that the mission of the Division, as stated in the EIA, to plan, monitor, and review EIA programs and to assess annually the Education Improvement Act be reaffirmed and amplified through the writing and adoption of a mission statement for the Division. The evaluator proposed that the mission statement of the Division affirm current activities and procedures of the Division and expand on others.

Based on both the official statutory mandate to the DPA and the history of its establishment, we propose that the mission of the DPA should be similar to the following:

- The Division of Public Accountability is an independent unit of the State Department of Education that is charged by law to plan, monitor, and review all programs developed under the Education Improvement Act and to provide information, recommendations, and an annual assessment of the EIA to state policymakers. In discharging this mission, the DPA conducts evaluations of both individual programs and the overall impact of the EIA and prepares recommendations concerning program development, modification, or elimination.
- All DPA activity is aimed toward advancing the general aims of the EIA, which are: (1) raising student performance, (2) strengthening the teaching and testing of the basic skills, (3) elevating the teaching profession, (4) improving leadership, management, and fiscal efficiency of schools, (5) implementing strict quality controls and rewarding productivity, (6) creating more effective partnerships, and (7) providing school buildings conducive to improved student learning.

If a mission statement similar to the example cited above were to be adopted, it could have several major implications for how the DPA might carry out its work.

- As a demonstration of its commitment to provide independent review of EIA programs, the DPA might continue to place heavy reliance on the use of external contractors to conduct program evaluations. Further, independence and objectivity might be important criteria in selecting external contractors (e.g., an organization that designed a program should not be asked to evaluate the same program in later periods).
- As an agency with responsibility for providing recommendations on educational improvement to state policymakers, the DPA might assume responsibility for a separate annual report that would advise state leaders on recent developments in effective schools research and their implications for program development in South Carolina.
- As a demonstration of its belief that the EIA should be based on effective schools research, the evaluation designs for individual program assessments might include study questions pertaining to effective schools research.
- As an expression of its own continued commitment to the general EIA aim of "improving . . . management and fiscal efficiency . . .," the DPA might undertake projects designed to further improve the efficiency of specific EIA programs themselves (that is, seek ways to solve the paperwork problems alleged to exist in several EIA programs).

The Division of Public Accountability is . . . charged by law to plan, monitor, and review all programs developed under the EIA and to provide information, recommendations, and an annual assessment of the EIA to state policymakers.

Since 1985, the State Board of Education has provided an annual assessment of the EIA to the various oversight committees, the General Assembly, and the public.

Annual Assessment of the EIA

The State Board of Education is to provide an assessment of the EIA for consideration of the Business-Education Partnership, the Committee on Financing Excellence in Public Education, and the General Assembly. The initial assessment was to be provided on March 1, 1985, and an annual assessment must be provided by December 1 of each following year.

The Division of Public Accountability produced the initial report, as required, and has produced an assessment of the EIA annually for review by the Joint Subcommittee, as required by law, and subsequent approval by the State Board of Education. In recent months, a national publication has noted that in its assessment of the implementation of the EIA, the annual report, *What is the penny buying for South Carolina?*, ". . . liberally mixes darts and laurels . . . ."

In reviewing the practices of the Division of Public Accountability in 1989, the evaluator recommended that the Division continue to utilize the annual publication, *What is the penny buying for South Carolina?*, as the primary document for reporting on the assessment of the EIA. The evaluator concluded that the document had developed a name recognition and readability that would be hard to replace.

The evaluator recommended that the annual assessment report be expanded to include holistic measures which would be utilized to show trends at a glance. Further, the contractor developed a decision matrix which was recommended for use in identifying programs for evaluation within the parameters of resources available and the information needs of policymakers.

Authorization of Intervention by the State Superintendent of Education Where the Quality of Education in a Local School District Is Impaired

The EIA provides for the implementation of quality controls by authorizing the State Board of Education to establish criteria for evaluating the quality of education in school districts. These criteria are applied annually to determine if districts are meeting the quality standard. This provision of the EIA places emphasis on district productivity as measured against established standards.

Impaired Districts

Annual evaluations of the quality of education in all of South Carolina's school districts are mandated by the EIA. This quality assessment process focuses primarily on output measures -- results on BSAP and CTBS achievement tests -- and standards reflecting accreditation deficiencies, dropout rates, and student and faculty attendance rates. School districts not meeting at least two-thirds of the minimum criteria for student achievement, or failing to meet at least two-thirds of the remaining minimum criteria in other areas, are declared "seriously impaired." When this situation occurs, a review committee studies the district's programs, identifies factors contributing to impairment, and makes recommendations for corrective action for review and approval by the State Board of Education. The school district has six months to implement the recommendations satisfactorily. The school district is removed from the impairment list when a subsequent annual application of the standards indicates that the required number of minimum criteria have been met.

When the recommendations are not implemented within the required six months, however, the following may be initiated: (1) a state of emergency is declared and EIA funds are withheld from the district, (2)

Table 6-9

Quality Assessment Designation Summary
1984-85 to 1988-89

	Number of Districts		
	All Standards Met	Meets Summary Requirements/ All Standards Not Met	Seriously Impaired
1984-85	54	32	6
1985-86	57	33	2
1986-87	45	46	1
1987-88	55	35	1
1988-89	48	43	0

technical assistance from the Department is given, or (3) the office of district superintendent is declared vacant by the Governor and an interim superintendent is appointed by the State Superintendent of Education. The interim superintendent serves until the local school board fills the vacancy.

After districts designated as "seriously impaired" have been served, those districts in which the screening process has indicated potential problems must be offered technical assistance. The Department has offered technical assistance to each of the districts not meeting one or more of the minimum criteria standards. In addition, the Department contacted those districts in which the number of minimum criteria standards not met caused them to approach the impairment designation and requested conferences with the superintendent and/or the staff.

Table 6-9 presents the number of districts in each of the three quality assessment designations. Since the inception of this EIA provision in 1984-85, nine school districts have been identified as "seriously impaired" and then removed from that status the following year.

Table 6-10

Number of Impaired Districts and Expenditures by Year

Fiscal Year	1984-85	1985-86	1986-87	1987-88	1988-89
Number Impaired	6	2	1	1	0
Expenditures (in millions)	$0.0	$0.5	$0.1	$0.1	$0.1

One of the districts declared impaired in 1985 was again placed in that category in 1988, for a total of 10 such designations. For the first time since the enactment of the Education Improvement Act, no school districts were determined to be seriously impaired by the State Board of Education in 1988-89.

Table 6-10 presents financial information for this program since 1984-85.

Although no districts were declared impaired in 1988-89, the Legislature directed that the year's allocation of $149,089 be utilized for two grants--one to the district declared seriously impaired during the 1987-88 school year and the other for the piloting of full-day kindergarten programs in two districts. While this funding is monitored by the Department, in 1988-89 the Select Committee administered an additional allocation of $300,000 to one of the impaired districts.

. . . no school district was declared "seriously impaired" in 1988-89.

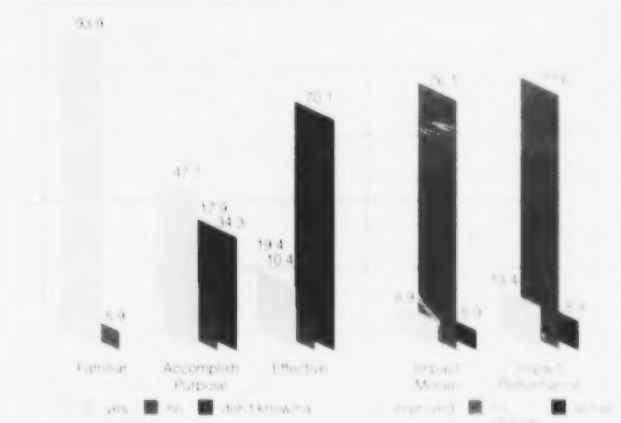
Since the enactment of the EIA, nine districts have been designated as "seriously impaired."

A relatively high percentage of superintendents surveyed in the 1989 Administrator Opinion Survey were familiar with the impaired district provision of the EIA. Graph 6-11 shows the responses of superintendents concerning this provision.

Since the enactment of the EIA, nine districts have been designated as seriously impaired under the impaired district provision. Consequently, few teachers have been affected. Thirty-eight teachers indicated in their responses to the 1989 Teacher Opinion Survey that they had received direct benefit or had personal experience with this program. Their responses are shown in Graph 6-12; however, these responses should be considered as only representative of teachers who have indicated they had personal experience with this program.

Graph 6-11

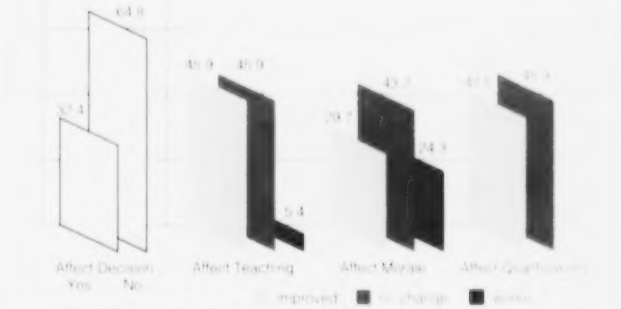
1989 Administrator Opinion Survey
Impaired District Provision
[Superintendents]



Percents may not add to 100 due to non-responses

Graph 6-12

1989 Teacher Opinion Survey
Impaired Districts Provision
[Of teachers receiving direct benefit (4.9%)]



Percents may not add to 100 due to non-responses

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VII

Creating More Effective Partnerships Among the Schools, Parents, Community, and Business

The EIA provides for the establishment of partnerships between schools and businesses and encourages parents and citizens to volunteer their time to the schools.

Five Years Later

Since 1984, there has been an 800% increase in the number of businesses reported to be officially involved in partnerships with education. The Education Improvement Act contains a specific provision calling for "more effective partnerships," and approximately 6,000 small, medium, and large businesses have responded. A survey conducted in September 1989 showed that school administrators had favorable perceptions of the Business/Education Involvement Program as well as of the School Volunteer Program. A state awards program to recognize businesses, industries, civic groups, and individuals contributing most significantly to public education was required by the Education Improvement Act and has been held each year since 1986.

Strengthening the Involvement of Parents in Their Children's Education

Parent Involvement

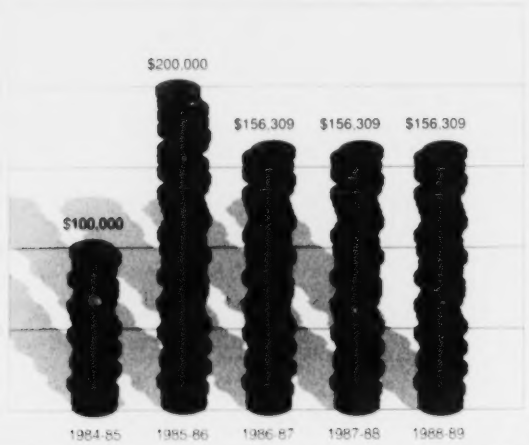
Education Improvement Act funds have been provided for parent involvement programs since 1984, with $156,309 allocated annually for the past three years (see Graph 7-1). There is a base allocation to each district of $400, with all remaining funds prorated according to the Average Daily Membership (ADM) of the second preceding year. All districts have utilized their full allocation each year.

The EIA requires the State Board of Education to adopt policies and procedures for school districts to follow to strengthen the involvement of parents in their children's education. School districts are to encourage regular conferences between parents and teachers, to promote active parent and teacher participation on school improvement councils and in parent-teacher groups, and to make parenting classes and seminars available to help parents better understand child growth and development and to increase their proficiency in parenting skills.

To meet State Board-approved guidelines for this program, each district must develop a plan based on a needs assessment. This plan is to contain specific activities which the district will utilize to involve parents, associated timelines for these activities, and the amount of money allocated for each activity. Each district also is to establish procedures to evaluate the effectiveness of activities contained in the plan to enhance parent involvement in the district. Each district has sent an assurance to the Department verifying that the district has developed a plan and complied with these guidelines.

Graph 7-1

EIA Fund Allocation to Districts for Parent Involvement Programs: 1984-85 to 1988-89



In 1988-89, more than 6,000 businesses took part in the partnership program in South Carolina, an increase of 800% since the enactment of the EIA in 1984.

Increasing the Participation of Business and Industry in the Public Schools

Business/Education Involvement

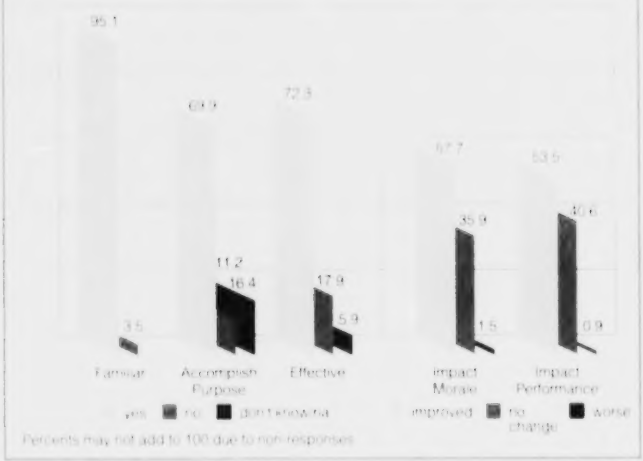
The Education Improvement Act provides for the establishment of partnerships between individual schools and the business community. Framers of the EIA envisioned that such partnerships would help to foster a better education for the state's children.

Since 1984, all of the state's school districts have reported the development of at least one business/education partnership. In 1988-89, more than 6,000 businesses took part in this program in South Carolina, an increase of 800% since the enactment of the EIA in 1984. Each district has appointed an individual to serve as a partnership coordinator, and in over half of the districts, a full-time position has been created. The vast majority (76) of the 91 districts have also adopted a formal policy regarding the formation of school/business partnerships.

These partnerships of schools and local businesses have provided for the creation of innovative programs such as career fairs, after-school "homework centers" for latchkey children, special services for potential dropouts, and the "Executive on Loan" program. In addition, more traditional services include guest speakers, field trips, and new instructional materials.

Graph 7-2

1989 Administrator Opinion Survey
Business/Education Partnerships



In the 1989 Administrator Opinion Survey, administrators had favorable perceptions of the Business/Education Involvement Program. The program ranked fourth out of 16 programs listed in the survey in terms of (1) accomplishing its purposes, (2) improving staff morale, and (3) improving staff performance. It was ranked fifth in effectiveness and sixth in awareness among administrators. Graph 7-2 reflects responses to specific survey questions.

South Carolina Public Education Foundation

In addition to encouraging the development of business/education partnerships, the EIA also called on the state's business community to establish a public education foundation. The State Board of Education established a standing committee made up of leaders in education and commerce to organize such a foundation. The established goal of the foundation was "to fund exemplary and innovative" projects in support of better public education.

The steering committee first met in late 1984, and, in 1985, it agreed to develop the South Carolina Foundation for Excellence in conjunction with a citizens' group. However, in 1986, the committee decided to reject the joint effort and

Table 7-3

School Volunteer Program
1985-86 through 1988-89[a]

Volunteer Classification	1985-86 Fall	1985-86 Spring	1986-87 Fall	1986-87 Spring	1987-88[b] Fall & Spring	1988-89[b] Fall & Spring
Community Volunteers						
Senior Citizen	1,768	1,810	1,860	2,354	4,046	1,946
Parent	34,700	43,753	39,364	45,568	89,651	35,573
Business Person	7,466	14,412	8,409	9,510	18,497	10,850
Civic Group Member	7,227	8,450	9,619	11,856	9,420	4,905
Non-Parent Individuals	-	-	-	-	-	5,727
School-Affiliated Volunteers						
Teachers	-	-	-	-	-	9,247
Booster Club Members	-	-	-	-	-	10,925
Students	-	-	-	-	-	30,196
School Improvement	-	-	-	-	-	4,211
Total	51,161[c]	68,425[c]	59,252[c]	69,288[c]	121,614	113,580

[a] *In 1985-86, 84 districts reported, 88 districts in 1986-87, 80 districts in 1987-88, and 81 districts in 1988-89.*
[b] *Data collection changed from a semester to an annual report.*
[c] *Duplicated count; amount of duplication unknown.*

In 1988-89, more than 113,500 volunteers worked with the schools.

once again began organizing a separate public education foundation. In December 1987, these efforts resulted in an outline, which was submitted to the Governor, detailing a plan of action for the foundation's development.

These plans were changed once again in 1989. In January 1989, the State Board was presented with a proposal from the steering committee recommending that the State Chamber of Commerce assume the responsibility of establishing a public education foundation as an entity of the Chamber. The State Board endorsed this concept.

Broadening the Community Involvement in the Public Schools

Volunteer Programs

The State Board of Education, as required by the EIA, has adopted policies and procedures to encourage the expansion of the school volunteer program. Individuals, civic and professional organizations, parents, business persons, and others are encouraged to participate in local adopt-a-school programs. The Department annually surveys schools for information about their volunteer programs; the survey results are presented in this section.

Table 7-3 shows statewide totals for several categories of volunteers for 1985-86 through 1988-89. Schools reported a total of 59,001 *community* volunteers during the 1988-89 school year, with parents accounting for 60.3% of the total. Table 7-3 also shows the number of school-affiliated volunteers for 1988-89. Schools reported 54,579 *school-affiliated* volunteers during 1988-89, with students making up 55.3% of the total. The table shows a total of 113,580 volunteers working with schools.

Table 7-3 indicates that the number of volunteers has apparently dropped somewhat from 1987-88. The data for the two school years are not comparable

On a recent survey, school administrators and district superintendents indicated favorable perceptions of the school volunteer program.

because data collection forms and procedures were markedly different between 1987-88 and 1988-89. Previous data collection forms and procedures permitted duplicated counts of volunteers. For 1988-89, school officials were asked to differentiate between *school-affiliated* and *community* volunteers and to place a volunteer into only one category to avoid duplication. In 1987-88, they were given no such instructions. Data forms for 1987-88 were sent to schools in February 1988 while 1988-89 forms were not sent to schools until May 1989. Also, in 1987-88, 850 schools responded to the data request while the 1988-89 request resulted in 629 schools responding with completed forms.

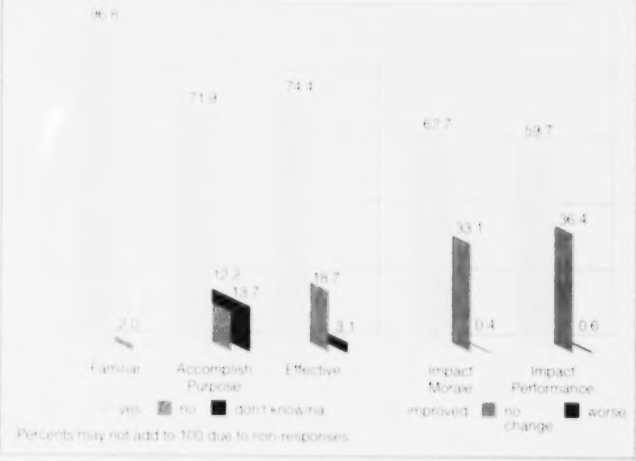
The same survey asked for estimates of the hours contributed by volunteers. Totals of these estimates of hours contributed by volunteers indicated that, during the 1988-89 school year, community volunteers contributed nearly 900,000 hours of service, and school-affiliated volunteers contributed over 960,000 hours of service.

For 1988-89, school personnel were asked to indicate for 10 categories of *community* volunteers whether activity in each category had increased, decreased, or shown no change from the previous year. In the aggregate, school officials reported that three categories had increased (speakers, field-trip assistants, and assistants or sponsors for extracurricular activities) and that seven had remained the same (tutors, guidance office assistants, instruction assistants, library assistants, health room and office assistants, mentors, and councils and committees). School officials were also asked to select the volunteer activity they considered least effective and the one they considered most effective. Combining these rankings showed that speakers, instruction assistants, and assistants or sponsors for extracurricular activities were considered the most effective activities of community volunteers, while mentors, guidance office assistants, and health room and office assistants were considered the least effective.

In the 1989 Administrator Opinion Survey, administrators indicated favorable perceptions of the school volunteer program. In the survey, the school volunteer program ranked third among 16 programs in terms of (1) accomplishing its purpose, (2) effectiveness, (3) improving staff morale, and (4) improving staff performance. Graph 7-4 indicates specific responses to the survey questions.

Graph 7-4

1989 Administrator Opinion Survey
School Volunteer Program



Percents may not add to 100 due to non-responses.

Table 7-5

State Board of Education
Award Program Recipients

Category	1987 Nominations	1987 Awards	1988 Nominations	1988 Awards	1989 Nominations	1989 Awards
Individuals	48	19	108	19	91	17
Businesses and Industries	50	8	52	8	60	23
Civic Groups	35	9	28	7	37	9
School Improvement Councils	7	2	7	2	5	2
Total	140	38	195	36	193	51

Award Program

The State Board of Education has initiated an award program to recognize businesses and industries, civic organizations, school improvement councils, and individuals contributing most significantly to public education. District school boards choosing to participate in the award program must submit nominations to a state committee for consideration. The nominations contain summaries of the individual's or the group's contribution to the education program in that district. In 1986, the first year of the award program, 26 awards were given to individuals and representatives of business and industry, civic groups, and school improvement councils. Table 7-5 shows the number of nominations and the number of awards given from 1987 through 1989.

In 1989, approximately one-fourth of the nominees received state recognition for significant contributions to education.

References: Chapter Seven

Cafferty, Thomas. (1989). *Business/education partnership survey--Technical summary.* (Available from the South Carolina Department of Education, Division of Public Accountability, Columbia, South Carolina)

South Carolina Department of Education. (1989). *Administrator opinion survey.* (Available from the South Carolina Department of Education, Division of Public Accountability, Columbia, South Carolina)

VIII

Providing School Buildings Conducive to Improved Student Learning

Five Years Later

The original intent of the EIA contribution to state funding for school buildings was to provide school districts with EIA-generated revenue to augment local taxes while meeting more of their construction/renovation needs and to reduce debt service expenses on capital improvement bonds previously sold by districts. In the last five years, 81 schools have been built and 430 renovated with the help of EIA funds, and approximately one-third of the districts annually reduced millage rates with these funds. But construction costs have gone up dramatically in those five years, while the modest contribution from the EIA penny has been utilized to meet pressing needs in other EIA programs.

The demand for additional classroom space and improved facilities increases yearly in response to growing public school enrollment and new programs, widening the gap between need and total funding available. The most recent survey of school administrators estimated a shortfall of $1 billion in 1989. The problem has reached the critical stage and requires bold, innovative thinking.

Performing Pressing Repairs, Renovations, and Construction on School Buildings

Revenue from the EIA was never intended to provide a major source of funding for school building needs. It was simply meant to supplement the General Fund already being used for that purpose. In 1989, 28% of total state funding for school construction came from the EIA.

Although the state began appropriating money on a per pupil basis for school building aid in the early 1950s, most of the funds still come directly from local property taxes. Districts may use a portion of the EIA supplemental funds to reduce the millage required to pay debt service on outstanding bonds, thereby giving some relief to taxpayers.

As building costs continue to rise, the amount of construction that can be accomplished with state funds steadily decreases. In 1952, an allocation of $15 per pupil bought an estimated two feet of building space. In 1989, the allocation to districts of $30 per pupil buys less than two-thirds of a foot of building space. The cost per square foot to build school buildings has risen $10 since 1984.

It was originally projected that between $40 to $58 million would be provided each year to the EIA building fund. This figure was the estimated difference between the projected revenue from the penny and the combined EIA program costs. Although more than $50 million was allocated in 1984-85, the allocation has diminished each year. In 1988-89, the allocation of $6.9 million barely met one-sixth of the original projection (see Table 8-1).

The discrepancy between projection and allocation can be traced to several factors. The revenue provided by the sales tax increase to fund the total EIA package has been less than originally projected by the EIA

Revenue from the EIA was never intended to provide a major source of funding for school building needs. It was simply meant to supplement the General Fund already being used for that purpose.

Table 8-1

Original Projection and Allocation for EIA Building Fund

Fiscal Year	Projection (in millions)	Allocation (in millions)
84-85	$58.7	$55.7
85-86	64.0	35.3
86-87	40.5	14.1
87-88	42.5	4.8
88-89	42.9	6.9

planners every year since the Act passed. The revenue also has failed to meet annual estimates made subsequently by the Bureau of Economic Advisors (BEA) (see Table 8-2).

Another factor contributing to the shortfall in building funds is the need to reallocate that money to fund other EIA programs. Some programs, most notably teacher salary supplements and the associated employer contributions, are formula-driven programs that have exceeded original cost projections each year. Maintaining teacher salaries at the Southeastern average and providing associated employer contributions exceeded the 1988-89 cost projection by $27.7 million (see Table 8-3). This increase resulted from the interplay of the Education Finance Act inflation factor (which specifies the amount of increase in the base salary schedule for teachers) and the EIA salary supplement (which raises salaries to meet the projected Southeastern average). The inflation factor adopted annually by the General Assembly may subsequently prove to be at variance with the inflation factor which actually occurs, with an underestimate necessitating a larger EIA salary supplement. Such underestimation has contributed to the excess shown in Table 8-3. Additionally, the Southeastern average teacher salary has increased more than anticipated.

The revenue provided by the sales tax increase . . . has been less than originally projected . . . and . . . has failed to meet annual estimates prepared subsequently by the Bureau of Economic Advisors.

Yet a third factor is the need for additional classroom space created by EIA provisions for remedial/compensatory instruction, expanded kindergartens, and increased high school graduation requirements.

Table 8-2

Original Projection Revenue Estimate and Actual EIA Revenue to Department of Education

Fiscal Year	Original Projection* (in millions)	Estimated Revenue (in millions)	Actual Revenue (in millions)
1984-85	$208.5	$217.3	$203.3
1985-86	236.4	227.6	220.0
1986-87	254.2	240.7	233.8
1987-88	274.1	250.4	246.5
1988-89	296.0	268.6	265.7

**These projections were made prior to the passage of the EIA and were based on the then-current tax code. Subsequent changes in the code during the EIA deliberations resulted in a reduction in sales tax revenue.*

Impact on School Districts

Beginning with the year in which funds are allocated, the school districts have four years to expend the funds; i.e., appropriations in 1988-89 can be expended in 1988-89, 1989-90, 1990-91, or 1991-92. At the end of the year, any unobligated funds from other EIA programs are lapsed and transferred to the building fund, to be reallocated to districts during the following fiscal year. In Table 8-4, the revised allocation column shows the increase over the original allocation due to lapsed funds from other EIA programs or refunds from school districts. The total funds expended for the fiscal year indicated in the last column are based on the revised allocation. Therefore,

Table 8-3

Amount of 1988-89 Allocation Exceeding Original Projections for Selected EIA Programs

Program	Excess over Projection (in millions)
Teacher Salary Supplement	$25.1
Associated Employer Contribution	2.6
Gifted and Talented Program	3.9
Remedial/Compensatory Program	9.7

Table 8-4

Building Aid Allocation and Expenditures by Funding Year

Fiscal Year	Original Allocation (in millions)	Revised* Allocation (in millions)	Expenditures (in millions)
1984-85	$55.7	$61.1	$60.7
1985-86	35.3	37.9	36.8
1986-87	14.1	17.6	14.1
1987-88	4.8	6.8	4.8
1988-89	6.9	11.0	4.5
1989-90	1.4	–	–

**Includes reallocation of unused EIA funds.*

Table 8-4 shows the total expenditures by funding year; i.e., from the 1984-85 revised allocation of $61.1 million, $60.7 million was expended within the four-year allowance period.

Districts can use supplemental building funds from the EIA (1) for school construction and renovation, in which case the district may let the funding share accumulate over a four-year period; or (2) to reduce the millage required to pay the principal and interest on bonds issued for such purposes.

If a district has issued bonds or undertaken capital improvement programs in the last five years, at least 50% of its building fund allocation must be used to reduce the millage required to pay debt service on the outstanding bonds. A waiver to this millage "roll back" requirement can be granted if a district has obtained its building funds at a low interest rate, has identified a need for the funds in excess of the 50%, or has anticipated a significant increase in needed additional classroom space.

In 1988-89:

- 25 districts reduced millage;
- 44 districts received waivers because of the need for additional classroom space;
- No districts obtained waivers due to favorable interest on bonds; and
- 17 districts did not need a waiver since they either had no debt increase in the last five years or had paid the debt.

Since 1985, roughly one-third of the funds have gone for debt retirement. Table 8-5 shows the dollar amount of approved projects for the districts by fiscal year. Total funds are apportioned between debt service and capital improvements.

The EIA building fund was originally allocated $6.9 million in 1988-89. An additional $4.1 million of lapsed funds from the FY 1987-88 EIA program was later allocated for building purposes, making a total of $11 million available for FY 1988-89. Of that total, $6.6 million was approved for projects, with $4.5 million apportioned to capital improvement and $2.1 million to debt service.

Districts can use supplemental building funds from the EIA for school construction and renovation . . . or to reduce the millage required to pay the principal and interest on bonds issued for such purposes. . . . Since 1985, approximately one-third of the funds have been utilized for debt retirement.

Table 8-5

Projects Approved for Capital Improvement and Debt Service*

Fiscal Year	Capital Improvement (in millions)	Debt Service (in millions)	Total Funds Approved (in millions)
1984-85	$30.7	$25.0	$55.6
1985-86	21.1	11.8	32.9
1986-87	12.5	5.0	17.5
1987-88	6.3	2.8	9.1
1988-89	4.5	2.1	6.6
Total	$75.1	$46.6	$121.7

**Totals may not reconcile due to rounding.*

Although school buildings have been historically a local responsibility, it is time to reexamine the extent to which the state can and should provide needed facilities to insure adequate educational programs for all children.

Current Needs

Clearly, current school building needs far exceed total annual EIA revenue and other state dollars available to school districts for building needs. Although school buildings have been historically a local responsibility, it is time to reexamine the extent to which the state can and should provide needed facilities to insure adequate educational programs for all children.

The EIA Task Force, in developing its new Five-Year Program Plan for 1990-94, was charged with reviewing the current school building situation and recommending alternative solutions. Prior to the efforts of this group, a Governor's Special Task Force and a subcommittee of the South Carolina Association of School Administrators had independently addressed the issue and recommended various solutions, including a lease/purchase option for school districts and a provision for districts to share in the state's capacity to issue building bonds. The State Board of Education plans to conduct a series of public meetings during the 1989-90 school year, one in each of the 16 judicial districts, to assess public sentiment and obtain recommendations related to the problem.

In searching for solutions within the EIA framework, the EIA Task Force has proposed alternative funding methods, such as lease/purchase agreements or removing exemptions from the one-percent tax. But considering the scope of the problem, the Task Force suggests a better solution might be to delete the school construction provision from the EIA altogether and establish instead a state incentive matching program to assist school districts with these projects.

References: Chapter Eight

South Carolina Department of Education. *Annual report of the State Superintendent.* (1971, 1975, 1979, 1980, 1988, and information for 1989). (Available from the South Carolina Department of Education, Office of School Building and Planning, and the Office of Finance)

South Carolina Department of Education. *EIA study committee projections/ expenditures at the Department of Education: Status report--FY 1989.* (1984-85, 1985-86, 1986-87, 1987-88, 1988-89). (Available from the South Carolina Department of Education, Office of Finance, Columbia, South Carolina)

Recommendations

Five years of EIA implementation have been completed, and the recommendations which result from this fifth annual assessment relate to the seven major components of the Education Improvement Act. These components are: raising student performance; teaching/testing basic skills; elevating the teaching profession; improving leadership; implementing quality controls and rewarding productivity; creating effective partnerships; and providing school buildings. The intent of these recommendations is to affirm a commitment to the attainment of the seven goals which structure the Education Improvement Act, while recognizing that the most effective means of achieving a goal may change with time. It is also intended that specific concerns arising from review of EIA program effectiveness be addressed and programs for future assessments be identified.

The intent of these recommendations is to affirm a commitment to the attainment of the seven goals which structure the EIA, while recognizing that the most effective means of achieving a goal may change with time.

General Recommendations

Program assessment should continue, to the extent possible, to examine the results and effects of EIA programs, individually and collectively, as well as to assess the implementation of the programs to determine areas of effectiveness or deviation from stated goals. In the process, the focus should also become more holistic, addressing progress toward the EIA goals. In those cases where individual EIA provisions are assessed, it should be accomplished within the broad context of the Education Improvement Act goals. Likewise, consideration should be given to scheduling assessments of selected provisions on a less-than-annual basis as well as to provisions requiring long-term assessments.

EIA provisions for which outcome data are inconclusive should be assessed for evidence of effectiveness. If evidence of effectiveness cannot be found, modification or elimination of such provisions should be considered.

Raising Student Performance

- The State Department of Education should assess instructional strategies to sustain improving the performance of all students and should assist districts with the implementation of those strategies proving to be most effective.
- In order to effectively implement the newly developed "dimensions of thinking" for higher order thinking skills initiated by Target 2000 legislation, the existing instructional and testing programs should be coordinated by the Department and school districts to insure the integration of these dimensions and skills into the state's classrooms.
- In light of the mandatory statewide kindergarten programs and expanding preschool programs, the Department should continue its efforts to redesign the Cognitive Skills Assessment Battery (CSAB), as is currently being done under the BSAP II project.
- The Department should assess the effectiveness of the services provided by the Continuum of Care. The Continuum of Care, in cooperation with the Department, should ensure that school administrators are informed of services available.

Teaching/Testing Basic Skills

- The Department should continue to monitor the exit exam provision and to recommend adjustments, if needed, to the early identification of students with potential learning problems, to remediation activities, and to instructional opportunities for students who are unsuccessful in meeting the exit exam standards.
- The Department should develop procedures to obtain promotion data in a timely fashion and which reduces the data burden on districts and increases the accuracy of the data.
- The Department should continue to examine the relationship of the retention of students to subsequent achievement and dropout potential.

Recommendations are included for the Department, the Division of Public Accountability, and the executive and legislative branches of state government.

- The Department should continue to study the relative effectiveness of methods and models of remediation, building on the findings of the EIA Select Committee and on the experience of other states with similar programs.

Elevating the Teaching Profession

- The Department, in cooperation with the Student Loan Corporation, should assess whether the loan program is accomplishing its purpose or consider alternative means of attracting qualified individuals into the classrooms of South Carolina.
- The Department, in consultation with the EIA oversight committees, should review current strategies and programs for attracting highly qualified teachers into South Carolina and should develop revisions or new initiatives to fill all vacancies, with special emphasis on the areas of critical need.
- The Department should focus future studies on Teacher Incentive Program outcomes, rather than process, particularly the program's impact on school instructional programs and its relationship with student achievement.
- The Department should assess the implementation of the Pathways Project to determine if the purpose of the project is being met. When all phases have been completely implemented, they should be assessed in terms of their effectiveness, particularly the impact on the reduction of paperwork for teachers.

Improving Leadership

- The Department should examine the various EIA programs pertaining to the principalship to determine if the criteria upon which each of the programs were based are consistent with current research on the principalship and consistent with similar practices in other states. Special emphasis should be placed on the Principal Evaluation Program and its relationship in assessing the effectiveness of principals as leadership programs are integrated into the school setting.

Implementing Quality Controls and Rewarding Productivity

- The Division of Public Accountability should have its proposed mission statement reviewed by the appropriate groups; revised, if indicated; and adopted. The activities of the Division should then be directed to fulfill this mission statement.

Providing School Buildings

- The executive and legislative branches of South Carolina government should evaluate, identify, and implement alternative methods of funding school building construction and renovation for school districts.

Target 2000

The General Assembly demonstrated its long-range foresight in extending, through the Target 2000 reform initiative, the EIA programs that have been effective. Likewise, the General Assembly has exhibited vision in addressing, through this legislation, major new programs for dropout prevention, higher order thinking skills, arts education, flexibility in regulating schools, parent education, and school innovation.

- The Department should provide the leadership and assistance for school districts in the implementation of Target 2000 and in the coordination of these provisions, with those of the EIA, into an effective and efficient education reform initiative.
- The General Assembly is encouraged to identify a stable and recurring source of funding to fully implement the provisions of Target 2000 over the next five years.
- In considering that the scope and magnitude of the EIA and Target 2000 keep South Carolina among the leaders in the nation in education reform, the General Assembly should carefully consider, and thoroughly review, any new proposals submitted for enactment by law.

Target 2000: The Next Five Years

The Task Force to Develop a New Five-Year EIA Program Plan . . . recommended new or expanded activities to enhance student achievement over the next five years.

Forty-four people in business, education, and government positions in South Carolina spent over a year studying the reforms contained in the Education Improvement Act of 1984. The Task Force to Develop a New Five-Year Education Improvement Act Program Plan had as its focus the quality of future public education. What will the South Carolina school system be like in five years? In a report issued jointly to the State Board of Education, the State Superintendent, the Governor, and the General Assembly in December 1988, the Task Force recommended new or expanded activities to enhance student achievement over the next five years.

The recommendations of the Task Force are contained in the report, *The Education Improvement Act, Years Six Through Ten -- and Beyond*. The Task Force acknowledged the positive impact that the Education Improvement Act has had on improving public education opportunities throughout South Carolina. Through its balance of emphasis on basic skills and innovative productivity rewards, the EIA has brought about reform of the state's public school system during the last five years.

The Task Force recommended the expansion of many of the original EIA programs and offered suggestions for new programs. Further, the Task Force recommended removing five items from the EIA and addressing these provisions by alternate methods. These provisions included the adult education programs, which were not funded by the original EIA, and suggested that these programs be handled through the weighted factor approved during the 1988 session of the State Legislature. Hazardous transportation, also not originally included in the EIA, was recommended to be provided for elsewhere in the state budget. Care of severely emotionally handicapped students, currently funded through the EIA Continuum of Care provision, was recommended to be transferred to the State Department of Mental Health budget. The fourth deletion would be contingent upon whether funding is provided for all remedial/compensatory priorities as proposed by the Task Force. If funding is provided, the Task Force recommended that the provision be repealed which requires a specified pupil-teacher ratio for ninth- through twelfth-grade language arts and mathematics classes in districts with more than 9,000 students.

The final item that the Task Force recommended be deleted from the EIA was funding for school construction and renovation efforts. The EIA penny was never intended to provide a major source of funding for school building needs. The Task Force encouraged an examination of alternate methods of funding through local property tax increases or through an additional infusion of state funding. Construction and renovation needs which exceed the limits of current state and local funding strategies might be handled through lease/purchase agreements, local option sales tax, impact fees, or a state bond bill. The Task Force recommended that the General Assembly and the Governor join together in an initiative to provide districts with additional funds to address their facility needs. The initiative would require the state to match every dollar per student raised by the district beyond its constitutional limit, with an equal or greater number of dollars from state funds, not to exceed a maximum number of dollars per student per year.

The Task Force presented 46 program recommendations in its report. Thirty-four of these were expansions of original EIA provisions, and the remaining 12 were new initiatives to be undertaken over the next five years and focused on the following areas.

One of the proposals of the Task Force was to require the South Carolina educational system to undertake a major, long-range initiative for dropout prevention and recovery.

The Task Force proposed that, during 1988-89, the Department study the elementary remedial and compensatory programs in other states for possible adaptation in South Carolina. The programs recommended for study would include those with a design to bring at-risk students into the educational mainstream by the end of elementary school.

With the passage of the EIA, South Carolina became the only state in the nation to identify science as a "basic skill." The impact of this identification on instructional and testing programs, funding, and incentive projects has not yet been fully determined. The Task Force recommended that an in-depth study of these factors be initiated by the Department in 1990-91.

The Task Force further recommended the inclusion of a new provision in the EIA to recognize academic excellence among eighth-graders across the state. As a corollary recommendation, the Task Force suggested that the General Assembly allocate funds, beginning in 1989-90, to initiate a tuition grant program for students identified through the Junior Scholars Program. Tuition grants would be applied to the cost of special summer programs provided by school districts, colleges and universities, and the Department.

The fifth new proposal of the Task Force was to require the South Carolina educational system to undertake a major, long-range initiative for dropout prevention and recovery. It was recommended that the State Board of Education establish regulations requiring a program in every school district which would maximize the likelihood of students remaining in or returning to school until they complete high school requirements. This program would be phased in over five years, with an additional 20% of the districts being funded each year by the General Assembly.

Another dropout prevention measure recommended by the Task Force called for the General Assembly to consider amending the law for the initial issuance of a driver's license. No one under the age of 18 would be able to receive a regular license unless he or she was currently attending high school, had passed all three sections of the high school exit exam, or was enrolled in a GED program.

The Task Force recommended that the Department examine ways to give districts, individual schools, and teachers the opportunities and resources to explore innovative methodology and its application in the classroom. This proposal incorporates a bottom-up theory intended to provide additional flexibility to schools and teachers.

To continue the commitment to improve the quality of teaching, the Task Force indicated that several aspects of teacher education and evaluation need further study. Qualifications for taking the EEE, basic evaluation procedures, and teacher incentive and staff development programs require overall study by an appropriate group.

The Task Force recommended providing additional staff and funds specifically earmarked for those school districts with severe teacher recruitment problems. An additional recommendation was that a study should be conducted by the Department to identify the recruiting problems and to develop a funding proposal.

The EIA contains several provisions for accountability on the part of the schools, school districts, and the state education system. The need for these efforts was supported by the Task Force. However, in order to prevent an adverse impact on instruction, the Task Force recommended that the Department simplify and consolidate the identification and collection of data necessary for meeting the accountability criteria for various programs.

The state's schools are placed in five groupings and it is within these groups that they compete in the School

Incentive Reward Program. The groupings are based on factors which have been found to influence student achievement but which are beyond the control of the school itself. The Task Force recommended that the Department continue to review the factors used in determining the groupings.

The Task Force recommended that the Department study other measures which would be used in addition to the statewide testing program as a basis for the identification/designation of incentive programs and impaired districts. Such measures could supplement existing procedures and focus on aspects of educational quality not presently influencing decisions concerning school productivity.

These 12 recommendations from the Task Force were made to address lingering problems in the South Carolina public school system. Table 10-1 presents the projected costs for these recommendations in addition to the revenue anticipated from the EIA. The Task Force acknowledged that the projected five-year cost of all the recommendations exceeded the projected EIA revenue. From 1989-90 to 1993-94, a projected increase in expenditures of approximately $86.7 million would be required for these recommendations.

Table 10-1

Projected Costs for EIA Task Force Recommendations

Year	Amount
1989-90	$23,653,314
1990-91	$40,746,273
1991-92	$58,334,373
1992-93	$75,147,259
1993-94	$86,735,226

Target 2000

The 1989 General Assembly approved a plan for South Carolina to continue public education reform for the next 10 years. The new package, known as Target 2000, expands and builds upon the Education Improvement Act and contains programs which address major educational recommendations, most of which originated from the EIA Task Force report.

Half-day child development programs for four-year-olds are voluntary programs for children who are considered to be at the greatest risk of failing in school. While 86 of South Carolina's 91 school districts offer these programs, Target 2000 requires the expansion of the programs to the remaining five school districts and provides the increased funding necessary to maintain the quality of existing programs. A child's participation in the program is voluntary.

The establishment of parent education programs in all school districts by the 1993-94 school year is another requirement of the new legislation. These programs will emphasize the parents' role as the principal teacher of their preschool children and will be for parents of children from newborn to five years old. In addition, the programs will provide opportunities for parents not having high school diplomas to improve their education.

If by 1990, as forecast, three out of four jobs nationally will require educational or technical training beyond high school, it is imperative that a much larger number of South Carolina's students successfully complete high school. Target 2000 calls for adjustments to implement dropout prevention programs which would be phased in over several years, mainly through pilot testing and evaluations of various types of programs. The goal is to reduce South Carolina's dropout rate by 50% by the year 2000. Pilot programs could include parental training and involvement, individual education plans for high-risk students, involve-

Target 2000 expands and builds upon the EIA and contains programs which address major educational recommendations, most of which originated from the EIA Task Force report.

Target 2000 programs give schools freedom from state regulation and encourage redesigning the way schools are organized and operated.

ment of mentors and other volunteers to help dropout-prone students, part-time employment for students, enriched summer school programs, and interagency teams. State standards will be developed for evaluating district dropout plans. Districts with deficient programs will submit plans for corrective action, and failure to implement corrective action will be indicated on the district's accreditation status. By 1991-92, dropout rates must also be included as a criterion in the School Incentive Reward Program for secondary schools.

One of the most common characteristics of dropouts is low scores on tests of basic skills. The Education Improvement Act provides remedial education for some, but not all, students whose performance on basic skills tests is below standard. A significant increase in funding for remedial programs for the 1989-90 school year is provided by Target 2000 to ensure that, by the 1990-91 school year, all students having deficient scores on basic skills will receive at least a minimal remedial education program.

Target 2000 offers several strategies designed to promote the teaching and learning of creativity and higher level intellectual skills. By 1991-92, teacher training programs will implement new program standards that include development experiences in teaching higher order thinking skills. Student teachers and teachers presently in the classroom will be evaluated for the teaching of these skills as a means of directing instruction. In-service programs for teachers and staff will be directed toward teaching higher order thinking and problem solving skills as part of the existing curriculum. Committees considering textbooks for state adoption will include higher order thinking and problem solving as criteria in formulating recommendations. Examinations containing items for the evaluation of a student's higher order thinking skills will be used statewide in standardized testing programs.

In arts education, the State Board of Education and the State Arts Commission will cooperate in creating a curriculum for discipline-based instruction in the visual arts, music, dance, and drama. The curriculum will be pilot tested in selected districts through 1992-93 and will provide in-service training for arts specialists and classroom teachers. A legislative committee on formula funding will submit a recommendation by December 1, 1990 on whether arts education should receive a weighting under the Education Finance Act.

Target 2000 programs would give schools freedom from state regulation and would encourage redesigning the way schools are organized and operated. Schools could attain "flexibility" status involving relief from certain state standards if they receive two school incentive grants, meet gain requirements in reading and math compensatory programs, have no accreditation deficiencies, and annually show a school gain index at or above the state average, as computed in the school incentive grant program.

To encourage individual school district employees to submit innovative cost-saving ideas, a Public School Employee Cost Savings Program has been established by Target 2000. Under this program, employees proposing plans proven to be workable will receive limited individual cash awards based on a percentage of the cost savings for one fiscal year, or $5,000, whichever is less. The program is intended to be self-supporting two years after implementation.

Target 2000 also provides school grants for the implementation of innovative programs designed to improve instruction. Grants, which will be awarded to schools by the State Board of Education on a competitive basis, may not exceed $5,000 for planning and

$90,000 over the three-year implementation period.

To provide support and training for teachers and principals in implementing innovative programs, a Center for the Advancement of Teaching and School Leadership will be established at a selected college or university to provide short-term training in creative, innovative programs in schools. Priority will be given to personnel from schools receiving grants.

South Carolina has enjoyed the support of business, parents, and the general public for its school improvement efforts. Several provisions in Target 2000 are designed to further the involvement of non-educators in the schools and to make their involvement more effective. The intent of the legislation is to strengthen school improvement councils by requiring training of prospective and incumbent school administrators in ways to actively involve the councils; by including administrative certification components concerning effective councils; and by scheduling elections of council members. Target 2000 increases the number and level of involvement of businesses in the public schools by requiring the Department to establish a network of private sector representatives to foster partnerships between schools and businesses.

Table 10-2

1989-90 Appropriation and Funding Sources
Target 2000

	Funding Source		
Appropriation	**EIA**	**General Fund (Nonrecurring)**	**General Fund (Recurring)**
$23,643,380	$13,360,940	$7,250,000	$3,032,440

A Business-Education Partnership for Excellence in Education and its subcommittee composed of business and civic leaders, educators, and legislators is restructured by Target 2000 to review implementation of the EIA and to recommend other education initiatives. The group, in conjunction with the Department, will hold public education forums throughout the state.

Among the other programs provided by this act is one to expand the number of high-achieving minority students entering teacher-preparation programs. Another program will study the feasibility of requiring school attendance as a condition for obtaining a driver's license. The law also requires that testing arrangements be made for handicapped students with documented learning disabilities in reading to minimize the effects of their handicap on test performances. Finally, the authority of the Select Committee is extended to serve as the oversight committee for Target 2000.

The 1989 General Assembly incorporated into the Target 2000 legislation most of the recommendations contained in the report of the EIA Task Force. A few items not included in the Task Force recommendations were also included in the legislation.

Of the appropriated increases for the EIA expansion and Target 2000 initiatives, $7,250,000 is to be funded by nonrecurring revenue from the General Fund, if available (see Table 10-2). Consequently, there will be an apparent funding problem for the second year of Target 2000 because many of the provisions are funded by nonrecurring revenue and because of the expansion or phase-in of other provisions.

Several provisions in Target 2000 are designed to further the involvement of non-educators in the schools and to make their involvement more effective.

Appendix A: Opinion Surveys Methodologies

Student Sampling Design

Student samples were drawn from classes in public elementary (fifth grade), middle (eighth grade), and high schools (eleventh grade). The schools were first stratified according to geographic location, grade level, and rural-urban mix criteria. An initial sample of 898 students in 39 public schools in 23 districts completed the survey. Surveys were then grouped by grade level, race, and sex and were adjusted for over-representation of statewide proportions by randomly eliminating surveys. The final sample included 603 responses.

Teacher Sampling Design

A sample of teachers was selected from the listing of certified classroom teachers for fall 1988. The listing was ordered by social security number prior to sample selection to avoid any bias associated with the alphabet, geographic location, or school level. From a randomly selected starting point within the list, every 20th name was chosen, resulting in a sample which permitted statistical treatment as a simple random sample.

Administrator Sampling Design

Administrators were not sampled; all district superintendents (91) and all school principals (1,049) were asked to respond to the survey.

Sampling Error

Student and teacher surveys were designed so that sampling errors would not exceed plus or minus 5%. The sampling error indicates the extent that findings from a sample may differ from values which would be obtained if the entire population were surveyed (for example, all teachers or all students). A 5% sampling error means that on a sample item having a response with which 45% of the respondents agree, we can be fairly certain (95% sure) that the population agreement with that item would be within the range of 40–50%. Results for subgroups have larger sampling errors because they are based on smaller sample sizes. If sampling errors for subgroups exceed plus or minus 10%, a caution on interpreting the data is included in the narrative.

The following chart details the methodologies used for the student, teacher, and administrator opinion surveys.

Opinion Surveys Methodologies

Procedural Considerations	Population Surveyed: Student	Teacher	Administrator
Population Size	613,000	39,587	1,140
Sample Size[1]	898	2,035	1,140
Sample Design	Two-Stage Cluster	Random	All principals and superintendents
Survey Method	Group administration in classroom	Mailed to home address	Mailed to school address
Questionnaire Designed By	MGT and SCDOE	MGT and SCDOE	SCDOE
Analyzed By	MGT	USC Stat Lab	USC Stat Lab
Number Mailed	—	2,035	1,140
Number Not Delivered	—	148	1
Number Mailed and Delivered	—	1,887	1,139
Number Returned	898	755	638
Return Rate	100%	40%	56%
Number Analyzed	603[2]	751	637[3]
Date	Spring 1989	Fall 1989	Fall 1989

[1] Sample size indicated is for total number surveyed. Subgroups are smaller. Certain questions asked of eighth- and eleventh-graders only; others were asked only of eleventh-graders.
[2] Differs from number returned because sample was weighted according to race, sex, and grade level.
[3] Differs from number returned because a few questionnaires could not be coded.

Appendix B: Status of Program Implementation

The Division of Public Accountability has completed its fifth year of monitoring the implementation of the Education Improvement Act (EIA). Each provision of the EIA that required action in 1988-89 was monitored. This procedure, operational since October 1984, has served to validate compliance with the requirements of the EIA.

Several provisions of the EIA were in effect prior to the passage of the Act in 1984. Many went into effect immediately after enactment of the EIA or during the first school year following. The remaining provisions were to be phased in over the next several years. The EIA mandated definite completion dates for some activities and left other provisions with no required schedules of implementation. During the 1988-89 school year, one EIA provision was completed, and developmental steps were taken toward future completion of the EIA provisions not fully implemented to date.

Provision Implemented

Teacher Incentive Program
The Teacher Incentive Program originally was scheduled by the EIA to be pilot tested throughout the 1985-86 school year and implemented statewide in the 1986-87 school year. The General Assembly continued by proviso an expansion of the pilot test through the 1987-88 school year. For the 1988-89 school year, the General Assembly provided funding for implementation of the Teacher Incentive Program in all school districts. Each district chose and implemented, in the 1988-89 school year, one of the two models approved by the State Board of Education.

Provisions in Developmental Stages

The following provisions were not fully implemented in the 1988-89 school year with further development being required: Exit Examination, Reduction of Paperwork, Principal Incentive Program, Higher Order Problem-Solving Skills, Black History, South Carolina History, and a Public Education Foundation.

Exit Examination
Since the 1985-86 school year, an exit examination has been administered to tenth-grade students throughout the state. During the 1989-90 school year, and thereafter, the passage of the exit examination is a condition for receipt of a high school diploma for those students who otherwise meet the requirements for a diploma. EIA activities for this program in the 1988-89 school year were accomplished as required. In April 1989, the exit examination was administered to all tenth-grade students, to all eleventh- and twelfth-graders who did not take the examination last year, and to all students who took the examination last year and failed to meet the standard on one or more subtests. Additionally, in October 1988, all twelfth-graders who had not previously passed the examination were provided another opportunity to be successful.

Reduction of Paperwork
Training for the Pathways system and modular training for teachers, school administrators, clerical personnel, and Pathways coordinators were provided with over 2,400 persons trained at 11 regional sites. Hardware to support the Classroom Management System (CMS) was installed in 10 pilot districts. CMS consists of three major modules--electronic grade book, test generation and scoring, and instructional management (BSAP and other standardized tests). Pilot-test districts received training on CMS hardware and software for implementation of CMS modules during the 1989-90 school year. In concert with school districts, specifications for an Elementary module were developed and a contract to produce this module has been awarded. Refinement of components for the Pathways System will continue throughout the 1989-90 school year.

Principal Incentive Program
Pilot testing of no more than three models of the Principal Incentive Program was originally required by the EIA to be completed in the 1986-87 school year with statewide implementation to begin in the following year. However, the General Assembly continued, by proviso, the pilot testing through the 1988-89 school year. In 1988-89, 63 school districts representing approximately 70% of the principals in the state continued to pilot test three models. Legislative action in the 1989 session authorized funding to implement the program on a statewide basis for the 1989-90 school year.

Higher Order Problem-Solving Skills
Continuation of projects which emphasized higher order problem-solving skills included: (1) statewide expansion of the "Superstars" program which was developed by a consortium of states to improve instruction in elementary mathematics; and (2) SAT mathematics and verbal improvement projects. A new state effort to support an alternative instructional program was piloted in 10 school districts. The 1989 General Assembly provided funding for further emphasis on higher order problem-solving skills through enactment of "Target 2000--School Reform for the Next Decade."

Black History
The instruction of students in black history was mandated by the EIA for each public school for the 1989-90 school year. A black history project was initiated in the summer of 1988 to integrate black history instruction into third- and eighth-grade social studies. Curriculum materials were developed and piloted in the spring of 1989. The 1989 General Assembly appropriated additional funds for the continued support of the black history project for the 1989-90 school year.

South Carolina History
A television certificate-renewal course, *South Carolina History for Teachers*, was sponsored for the second year for approximately 485 teachers as a major staff development activity. The EIA Select Committee approved a South Carolina history project as authorized by the 1988 General Assembly. Products completed included: (1) South Carolina Resource Guide for Teachers; (2) map of South Carolina with teaching components; (3) set of six South Carolina history maps; (4) South Carolina history slide collection; and (5) South Carolina classroom archaeology program. These products were demonstrated and disseminated to all school districts. The 1989 General Assembly provided additional funding for continuation of South Carolina history project activities for the 1989-90 school year.

Public Education Foundation
In January 1989, the State Board of Education received a proposal from a Board-appointed steering committee recommending that the State Chamber of Commerce assume responsibility for establishing a Public Education Foundation as an entity of the Chamber. The State Board endorsed the concept, and the Chamber began organizing a foundation following this action.

Evaluation of Continuing Contract Teachers
There is one provision that has been cited in past years as not in compliance with the requirements of the Education Improvement Act. A provision of the EIA states that "formal evaluation of continuing contract teachers must take place not less than every three years." The original evaluation system was mandated by Act 187 of 1979, and regulations passed pursuant to this Act required oversight by the school district. Some districts continued to have difficulty with the implementation of this provision, and in the 1987-88 school year, the Department initiated an effort to develop a prototype system that districts could

utilize in the future to meet the EIA requirement. This system was pilot tested in three districts in the spring of 1989 and will be implemented in several districts during the 1989-90 school year. According to the current schedule, all districts must have their teacher evaluation system (instrument and procedures) approved by the Department for use in the 1991-92 school year or utilize the prototype system being developed by the Department.

Education Improvement Act of 1984
Status of Program Implementation as of June 1989

	Year Implemented						EIA Management Process	
Education Improvement Act Provision	**Prior**	**1985**	**1986**	**1987**	**1988**	**1989**	**Being Administered**	**Being Developed**
SUBDIVISION A—Raising Student Performance								
Subpart 1—Increasing academic standards								
Increased graduation requirements	x						x	
Interscholastic activities: "No pass, no play"		x					x	
Mandatory college-preparatory programs		x					x	
Higher order problem-solving skills								x
Teaching S.C. history and black history								x
Emphasis on agriculture			x				x	
Subpart 2—Discipline and attendance								
Minimum standards of conduct and a uniform system of enforcement			x				x	
Scholastic standards of achievement				x			x	
Uniform system of enforcement of attendance		x					x	
Absences		x					x	
Fingerprinting of students		x					x	
Subpart 3—Effective use of class time								
Length of school day		x					x	
Kindergartens to be provided in each district		x					x	
Entrance ages to kindergarten and first grade		x					x	
Mandatory kindergarten attendance (waivers allowed)		x					x	
Transportation to kindergarten		x					x	
Child-development programs for four-year-olds		x					x	
Make-up days		x					x	
Subpart 4—Programs for talented students								
Advanced Placement courses		x					x	
Gifted and talented programs eligibility criteria			x				x	
Programs to develop unique talents					x		x	
Subpart 5—Vocational training programs								
Regulations for clearly defined programs			x				x	
Purchase of new equipment		x					x	
Placement of graduates					x		x	
Advisory council study			x					
Recommendations of Governor's committee			x					
Subpart 6—Programs for handicapped students								
Services for emotionally handicapped students by contract with Continuum of Care Policy Council			x				x	
Services for mentally handicapped students provided in districts		x					x	

Status of Program Implementation as of June 1989 (continued)

Education Improvement Act Provision	Year Implemented						EIA Management Process	
	Prior	1985	1986	1987	1988	1989	Being Administered	Being Developed
SUBDIVISION B—Teaching/Testing Basic Skills								
Subpart 1—Exit exam								
Administration of exam in tenth grade			x				x	
Remediation for failing students				x			x	
Passage of exam as condition of diploma (high school & adult education)								x
Development of State certificate in lieu of diploma					x			
Subpart 2—Promotion policy				x			x	
Subpart 3—Improving basic skills								
Voluntary programs for four-year-olds with readiness deficiencies		x					x	
Compensatory and remedial instruction		x					x	
Student weightings		x					x	
Funding for remedial and compensatory		x					x	
Adjustment in instructional time		x					x	
Foreign language and required diploma		x					x	
BSAP exam in science					x		x	
Subpart 4—Alcohol and drug abuse								
S.C. Commission on Alcohol and Drug Abuse to establish program		x					x	
Subpart 5—Pupil-teacher ratio reduced (Unfunded)								
SUBDIVISION C—Elevating the Teaching Profession								
Subpart 1—Increasing the number of qualified people going into teaching								
Secondary schools and Governor's schools to emphasize teaching				x				x
Colleges to emphasize teaching according to guidelines adopted by Commission on Higher Education		x					x	
Loans to teachers in areas of critical need to be administered through the S.C. Student Loan Corporation		x					x	
Conditional teaching certificates		x					x	
Conditional teacher may be employed under provisional or annual contract			x				x	
Subpart 2—Raising salaries to the Southeastern average								
Minimum salary schedule		x					x	
Compensation and employer contributions		x					x	
Teacher Incentive Program (Pilot Test)			x	x	x	x	x	

Status of Program Implementation as of June 1989 (continued)

Education Improvement Act Provision	Year Implemented						EIA Management Process	
	Prior	1985	1986	1987	1988	1989	Being Administered	Being Developed
Subpart 3—Improving training of current and prospective teachers								
Basic skills exam required for prospective education majors	x						x	
Additional and upgraded standards for teacher education programs			x				x	
Commission on Higher Education to contract with colleges to provide Centers of Excellence in teacher training		x					x	
Student teaching required	x						x	
In-service training programs (Department) (Districts)			x	x			x	
Tuition reimbursement			x				x	
Subpart 4—Maximizing time and talent								
School year lengthened		x					x	
Reduce paperwork through computers (Pilot Test)			x	x	x	x		x
Competitive grant program		x					x	
Evaluation of continuing contract teachers every three years (Prototype system development)								x
Evaluation of provisional and annual contract teachers	x						x	
SUBDIVISION D—Improving Leadership								
Subpart 1—Recruiting principals								
Assessment of prospective principals			x				x	
Increase requirements to graduate programs					x		x	
Seminars required for superintendents and principals			x				x	
Principal Evaluation Programs (Field Test)				x	x		x	
Training programs for school administrators			x				x	
Principal Incentive Program (Pilot Test)				x	x	x		x
Subpart 2—Improving administrator training								
Principal apprenticeship		x					x	
SUBDIVISION E—Quality Controls and Productivity								
Subpart 1—Evaluating and rewarding schools								
School Incentive Reward Program			x				x	
Competitive grants for schools		x					x	
Subpart 2—Instructional improvement								
Annual school improvement report required		x					x	
School Improvement Council at each school		x					x	
School Council Assistance Project		x					x	

Status of Program Implementation as of June 1989 (continued)

Education Improvement Act Provision	Year Implemented						EIA Management Process	
	Prior	1985	1986	1987	1988	1989	Being Administered	Being Developed
Subpart 3—Monitoring implementation of EIA								
Select Committee on EIA established		x					x	
Committee on Financing Excellence in Public Education	x						x	
Division of Public Accountability established		x					x	
Joint Subcommittee to approve all products		x					x	
Assessment of EIA required each year		x					x	
Subpart 4—Criteria for evaluating quality of education in the school districts of the state		x					x	
SUBDIVISION F—More Effective Partnerships								
Subpart 1—Parental involvement		x					x	
Subpart 2—Business and industry participation								
Business/Education Partnerships		x					x	
Public Education Foundation								x
Subpart 3—Community involvement								
Volunteer programs		x					x	
Awards program			x				x	
SUBDIVISION G—Providing School Buildings								
Subpart 1—Repairs and Renovations								
School Building Aid Program		x					x	

Note Legend

[1] *Unfunded*
[2] *Pilot Test*
[3] *Department*
[4] *Districts*
[5] *Prototype System Development*
[6] *Field Test*

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SOUTH CAROLINA
STATE BOARD OF EDUCATION
Division of Public Accountability
1429 Senate Street
Columbia, South Carolina 29201